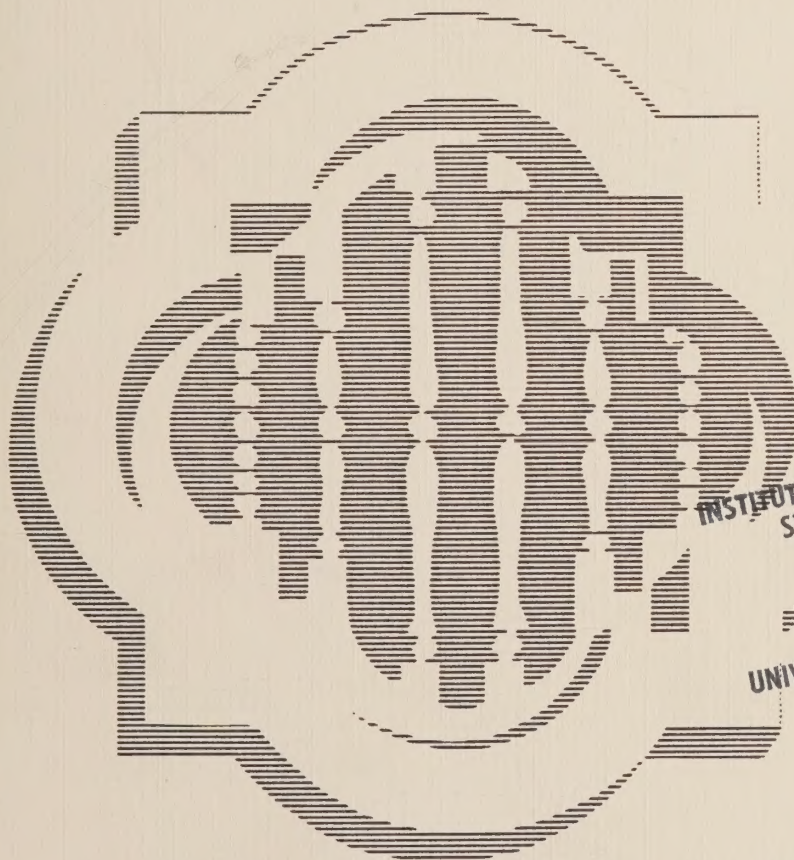


PETALUMA

GENERAL PLAN



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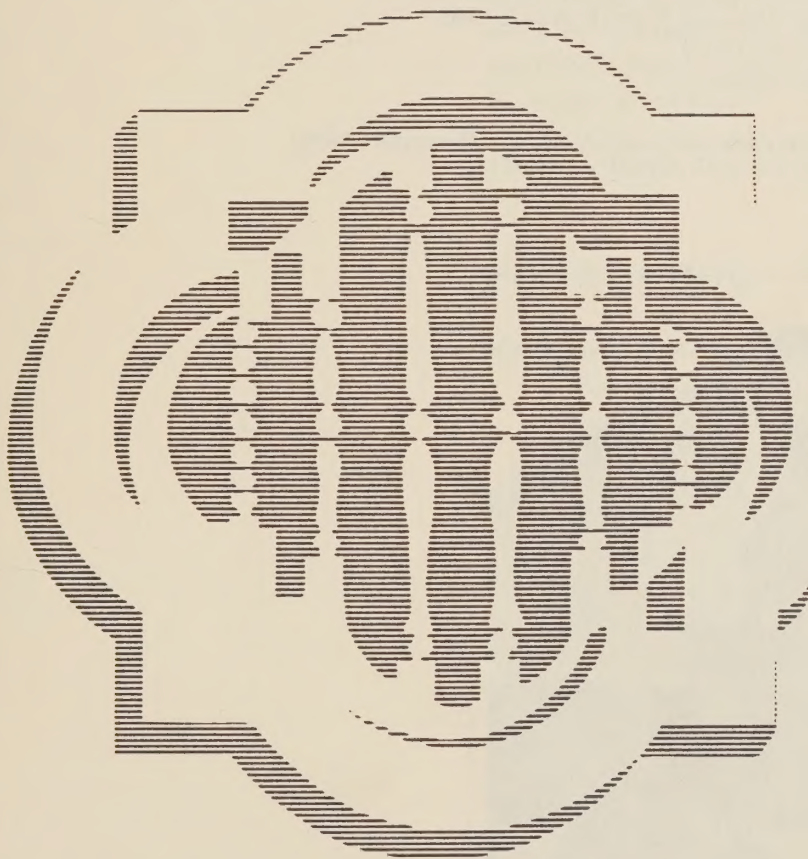


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PETALUMA

GENERAL PLAN



1987 – 2005

Petaluma General Plan

CITY COUNCIL

M. Patricia Hilligoss, *Mayor (term beginning January 1, 1987)*
Fred V. Mattei, *Mayor (term ending December 31, 1986)*
Lawrence Tencer, *Vice-Mayor*
John Balshaw, *Councilmember*
G. Roland Bond, *Councilmember (deceased February, 1986)*
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Michael Davis, *Councilmember*
Brian M. Sobel, *Councilmember*
Lynn C. Woolsey, *Councilmember*

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Fred Tarr, *Chairman (term as Chairman began October, 1986)*
Don Bennett, *(appointed January, 1987)*
Michael Davis, *(City Council Liaison)*
C. Glenn Head
M. Patricia Hilligoss, *(resigned upon being elected Mayor, November, 1986)*
Daniel G. Libarle
E. Ross Parkerson



ABOUT THE COVER: *The neo-Baroque window of Petaluma's train station and the sign below it have been adopted as the logos for the General Plan. They represent the City's keen interest in preserving the ties to and the artifacts and buildings of Petaluma's historic past.*

CITY STAFF

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Joseph A. Forest, *City Attorney*
Patricia E. Bernard, *City Clerk*

Warren Salmons

Community Development and Planning Director

Michael Moore

Principal Planner (Project Planner)

Pamela Tuft, *Principal Planner*
Kurt Yeiter, *Associate Planner*
Mary Tupa, *Assistant Planner*
John Morgan, *Assistant Planner*
Butch Smith, *Senior Planning Technician*
Jan Tolbert, *Departmental Secretary*
Betty Puett, *Clerk/Typist*

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(September, 1985 - May, 1986)

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John Balshaw, *Councilmember*

G. Roland Bond, *Councilmember (deceased)*

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Daniel G. Libarle, *Planning Commissioner*

Nancy C. Read, *Planning Commissioner*

Brian M. Sobel, *Councilmember (appointed March, 1986)*

Lynn C. Woolsey, *Councilmember*

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(September, 1985 - April, 1986)

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Nancy C. Read, *Vice-Chair*

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Jim Webb
Mark Sorensen
Jim Mattei
Dick Stelter
Tom Baker
Charles Schnell
Sherry McCoy
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Bill Rhodes
Ray Monks
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Tom Caulfield
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Susan Webb

Growth Management

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M. Patricia Hilligoss, *Vice-Chair*

Dick Altimari
John Dado
Bill O'Donnell
Bob Lipman
Alexis Friedman
Bill Kortum
David Bowman
Linda Kade
Rose Eiserich
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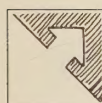


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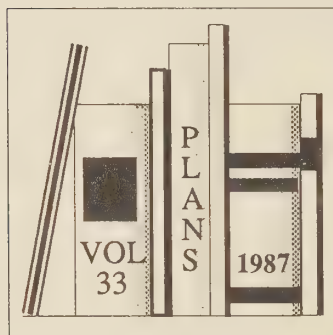
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KEY AGENCIES CONTACTED

Association of Bay Area Governments
Bay Area Air Quality Management District
Bay Area Council
California Archaeological Inventory — Northwest
Information Center, Sonoma State University
California, State of
Board of Equalization
Department of Conservation, *Division of Mines and Geology*
Department of Energy
Department of Fish and Game
Department of Housing and Community Development
Department of Parks and Recreation, *Sonoma District*
Department of Water Resources
Division of Highways (Caltrans)
Economic Development Department, *Employment and Research Division*
Human Development Commission
Office of the Controller
Office of Planning and Research
State Mining and Geology Board

Community Child Care Council of Sonoma County
Golden Gate Transit District
Housing Authority of Sonoma County
Petaluma Area Chamber of Commerce
Petaluma Fire Department

School Districts

Cinnabar School District
Petaluma School District
Petaluma High School District
Old Adobe School District
Waugh School District

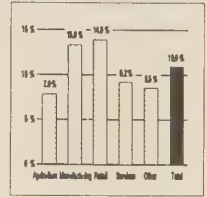
Sonoma, County of

County Assessor
Department of Planning
Sonoma County Water Agency

United States Government

Bureau of the Census
Department of the Army, Corps of Engineers
Department of Agriculture, Soil Conservation Service, *Petaluma Resource Conservation District*

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Petaluma's Location in the Region.

1. EXECUTIVE SUMMARY



1.1 PURPOSE OF THE GENERAL PLAN

The Petaluma General Plan is a comprehensive, integrated, and internally consistent statement of Petaluma's development policies for the city and its Planning Referral Area. The General Plan responds to, and its authority derives from, the California Government Code. The Plan addresses the mandated elements of Government Code Section 65302 in the context of the local conditions affecting Petaluma. The seven mandated elements are woven through a single document whose chapters address Petaluma's specific concerns. Having adopted the General Plan, the City assumes the responsibility to implement it, to report on its continuing status, and to communicate with citizens and other agencies regarding the Plan's policies.

1.2 FORMAT OF THE GENERAL PLAN

TEXT

The Plan consists of a number of officially adopted maps, and an accompanying text. The text is organized to recognize the interrelationships among issues and to respond directly to the problems facing the City's decision-makers.

At the end of this summary is a table showing the relationship of the Petaluma General Plan format to the issues that state law requires be addressed in all general plans ■

Beginning with Chapter 3, Community Character, each chapter follows a similar outline. First are the goals of the City as they respond to the issues raised in the chapter, after which come several pages of overview and analysis of the major factors that comprise those issues. These are followed by the objectives, policies and programs that will guide the City's actions on specific subjects during the life of the Plan. Some policies and programs require further explanation to clarify intent or to specify details to insure that appropriate and timely actions are taken. In such cases, the explanatory language immediately follows the policy or

program statement and should be regarded as having the same force or obligation as the policy or program statement it explains. Each chapter concludes with a matrix that shows the relationship among the goals, objectives, policies, and programs and assigns responsibility for implementation.

Many of the chapters contain highlighted sections in this format, either to direct the reader to other parts of the Plan for related information or to focus on points of significance ■

Not all of the text in this Plan is adopted City policy. The glossary, and all of the goals, objectives, policies, and programs in Chapters 3 through 11 are adopted. *Except for the glossary, all of these are printed in a specific format and italic typefaces that clearly identify them as "adopted."* The Housing Element, Chapter 9, is adopted in its entirety, as required by State law.

On the other hand, this Executive Summary and the Introduction (Chapters 1 and 2) are *specifically not adopted*. The same is true for the introductory paragraphs of Chapters 3 through 9, and Chapter 11 — all of those sections leading *up to* the goals and objectives — unless they are printed in the unique typefaces reserved for adopted policy.

Graphic illustrations and their captions; maps (except for the three official General Plan maps); and figures in the text, *unless otherwise specified in the related text and their titles*, are illustrative and are not intended as statements of policy.

The goals, objectives, policies and programs are the heart of the Plan. In following these directives, the City will chart the course of growth and development and will determine the nature of the environment and the future character of Petaluma. Goal, objective, policy and program as used in the Plan are defined below, and are printed in the typefaces in which they appear in Chapters 3 through 11.

Goal: *A general, overall, and ultimate purpose, aim, or end toward which the City will direct effort.*

***Objective:** A specific statement of desired future conditions toward which the City will expend effort in the context of striving to achieve a broader goal.*

***Policy:** A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that the City will follow in order to meet its goals and objectives by undertaking specific action programs.*

The word “shall” makes mandatory those policies in which it appears.

***Program:** An action, activity, or strategy carried out in response to adopted policy to achieve a specific objective.*

Policies and programs establish the “who,” “how,” and “when” for carrying out the “what” and “where” of the goals and objectives to which the City aspires.

THE GENERAL PLAN MAPS

Accompanying this text are the official Land Use, Circulation, and Development Constraints maps of the Petaluma General Plan. Each of these three maps is drawn at a scale of one inch to 1000 feet. The General Plan Land Use Map is a graphic depiction of, and sets the course for, the managed growth of the city over the next twenty years. It is a requirement of state law and must clearly designate the type of land use — for example, residential, commercial, industrial — for each property covered by the Plan. In addition, the map must also specify the density at which residential development may occur; *i.e.*, the maximum number of dwelling units per acre of land that may be constructed on a piece of property.

Other pertinent features of the Land Use Map include the location of park sites, public school district lands, Specific Plan areas (where more detailed planning is called for), floodways, the urban separator, and the urban limit line.

The Circulation Map shows (1) the status assigned to major roadways (*i.e.*, freeway, arterial, or collector); (2) proposed roadways and freeway interchanges; (3) a proposed regional “transitway” and locations for stations and park-and-ride facilities; and (4) a proposed city-wide system of bikeways, differentiating between off-street (Class I) bike paths and on-street bike lanes or bike routes (Classes II and III), as well as showing existing bikeways.

The third official map, the Development Constraints Map, shows the referral areas of the Sonoma County Airport Land Use Commission; the various clear zones, approach zones, and transition zones surrounding the Petaluma Municipal Airport; floodways and flood plains; elevations

above which water service is limited; and parcels covered by agricultural preserve (“Williamson Act”) contracts.

GLOSSARY

Following the last chapter of the plan is a glossary of terms. It is provided to assist the reader in understanding the Plan and to ensure that the terms used in the Plan are clearly defined to establish intent and to prevent misinterpretation. Where the definition of a term is critical to understanding the text, it is defined in the body of the text as well as in the glossary.

TECHNICAL APPENDIX

A separate document, the Technical Appendix, contains background material used in the preparation of the General Plan. This information provided a foundation for formulating the goals, objectives, policies, and programs, and was used in writing the overview portions of each chapter. The Technical Appendix, while important to an overall understanding of the General Plan process, is not adopted as policy by the City Council, nor is it essential to the day-to-day use and implementation of the Plan. That is why the information is separate from the Plan. Anyone wishing to review the Technical Appendix may do so at the Community Development and Planning Department or the Petaluma Library.

1.3 CENTRAL GOALS

The major goals of this Plan are grouped and paraphrased below, along with the reasons behind them and an explanation of their impacts. These goals set the theme for Petaluma’s development for the next twenty years.

• Improve the quality of new development, add character to existing neighborhoods, and preserve historic districts and structures.

The quality of existing and new neighborhoods can be greatly improved through planting street trees, making parks distinctive, including more (and more visible) open space in residential areas, preparing Specific Plans, and revising existing regulations to promote better design.

Among Petaluma’s assets are its historic downtown and residential neighborhoods. Mutually supporting strategies of historic preservation and economic viability should be pursued by designating historic areas where incompatible buildings and uses cannot erode the historic character.

• Maintain Petaluma as a separate and distinct community. Maintain Petaluma’s ties to agriculture, and retain agricultural support businesses.

Petaluma is unique among cities its size, defined and surrounded as it is by agricultural and rural uses. Two strategies emerge from this situation:

(1) Closely cooperate with and monitor Sonoma County planning efforts. Petaluma is separated from other cities and communities in Sonoma and Marin Counties by natural greenbelts. The sharp contrast between city and farm provides visual relief and gives an identity to the community. The “urban limit line,” a long-term, specific urban boundary set by the City, and Sonoma County’s policy of having “community separators,” further Petaluma’s distinctiveness. Parts of Sonoma County’s general plan reinforce City goals, objectives, policies and programs. This policy reinforcement will be enhanced through continued coordination with the County.

(2) Support agriculturally-related businesses in Petaluma. These businesses and the agriculture surrounding Petaluma are interdependent. The City and the County must actively promote the continuation of agriculture in order to retain this historically important segment of the local economy.

• Enhance the Petaluma River as a resource to be preserved, seen, and used.

The Petaluma River has the potential to be a recreation resource, a thriving natural habitat, an element in the open space system, an attractive area for the enjoyment of residents and tourists, and a feature to enhance downtown. The Plan calls for recreational and cultural features to be developed along the river in a manner sensitive to the environment and the City’s character. The Plan gives river-related objectives and programs a high degree of attention because of the river’s potential as a prime community asset.

• Pursue mitigation of the 100-year flood.

It is a goal of the General Plan to ameliorate flooding. The Plan addresses the 100-year flood through a number of programs in Chapters 5, 6, and 11. It commits the City to adopt the most reasonable, sensitive, and effective proposals of the Sonoma County Water Agency Master Drainage Plan with the aim of reducing peak flood flow to a rate that can be carried by the existing river channel.

• Attract jobs that will employ Petalumans; enhance downtown as the community’s business center; new development should pay for itself.

The fall 1985 Community Survey showed that Petalumans want to increase job opportunities within Petaluma, which means *raising the ratio of jobs in the city in relation to the number of housing units, and changing the composition of the job base.* In cooperation with the private sector, the City can create an Economic Development Commission (EDC), aggressively recruit high-employment businesses,

and market industrial sites. First, however, the City must gather data to identify the City’s existing job base and evaluate the extent to which employment-creating developments pay for themselves and generate benefit for the City. It will be critical to use the existing supply of industrial land as efficiently as possible to obtain higher employment densities per acre.

The Plan supports strengthening the City’s retail base. Downtown retail enterprises benefit from being concentrated — browsing is encouraged, which in turn feeds retail business. The City, by keeping the downtown core area well-defined, can increase downtown’s retail vitality.

Newly developing residential areas on the East Side need small neighborhood convenience stores; the Plan provides for these. Creation of the Special Commercial designation will facilitate development of master-planned commercial centers that will complement the City’s existing retail base, keep local shoppers in town, and attract shoppers from out of town.

A major thrust of this Plan is that any new development — residential or otherwise — will have to pay its way. The future impacts of all new developments will be discerned at the outset, and the developments will be assessed for the costs they will bring upon the City. In areas slated for Specific Plans, the costs of the planning and the needed infrastructure will be recovered from the developments or the ultimate users through the provisions of state law that established Specific Plans.

• Make it easy and convenient to travel in and around Petaluma; tie allowable new development to the capacity of roadways; prevent intrusion of non-neighborhood traffic into neighborhoods; develop comprehensive transit and bikeway systems.

The city’s circulation system is dependent on east/west connectors. To prevent new development from overwhelming the east/west roads, traffic impacts generated by proposed projects will be addressed, and cumulative impacts will be evaluated by the City. The City can be expected to create benefit assessment districts to spread the costs of traffic and transit-related improvements to new and existing developments.

Maintaining the integrity of residential neighborhoods by minimizing traffic and noise impacts is a focus of this Plan. The design of residential streets should discourage through traffic. Truck routes and regulations should be adopted and enforced.

Petaluma has the opportunity to create a complete and highly-used bicycle system. Most of the city is flat, and many streets are wide. By adding bike lanes to existing

streets and assuring that new roads and bridges will be designed to have bikeways, a continuous system can be quickly and inexpensively created.

- *Create a system that preserves open space within and outside of Petaluma. Use the system to tie together open spaces and activity centers.*

The valley's natural drainage system is a major element of the open space system. Setbacks from waterways can achieve a continuous ribbon of open space throughout the community, preserving wildlife habitat, assisting in flood control, providing a recreation corridor, adding scenic value, and enhancing the downtown.

The urban separator is an important element of the open space system. Parts of it connect open space areas and activity centers.

1.4 CHAPTER-BY-CHAPTER SUMMARY

Each chapter of the General Plan addresses a specific issue that is pertinent to the development of the City. The chapters are summarized below and on the following pages.

COMMUNITY CHARACTER

Petaluma's distinctive character derives from its physical diversity, unique image, small-town atmosphere, and rural backdrop. These attributes and the views of important natural features, including the Sonoma Mountains, Petaluma River, and western hills — which envelop Petaluma and incorporate the vibrant natural setting into the life of the city — should be preserved.

The City officially recognizes that the proximity of vast amounts of open space, and the presence of such open space on dominant land features such as the Sonoma Mountains and western hills, are an integral part of Petaluma's community character. Every effort will be made to preserve and enhance the views of surrounding lands, hills, and ridges.

New development should be well-designed and planned with quality and diversity, and each new neighborhood should be given a unique identity. Historic buildings should be preserved, recognizing that structural problems related to seismic codes may have to be overcome.

LAND USE AND GROWTH MANAGEMENT

The "urban limit line" is a well-defined boundary at the outer edge of allowable urban development. The urban limit line aims to discourage urban sprawl by containing

urban development during the planning period, and to keep the visual separation that now exists between Petaluma and other communities.

"Growth management" should be maintained as a policy, but the procedure must be updated and streamlined. The Plan recommends 500 dwelling units as the annual *average* limit, with no more than 1,500 units in three years. The present and projected rate of development can be accomplished in an orderly and harmonious manner within these parameters and within the urban limit line.

PETALUMA RIVER

The Petaluma River should be a place of activity and a source of open space and vistas for all Petalumans. The City should provide public access to the river and open up views along its full length.

Recreational opportunities can be located along the river to appeal to Petalumans and visitors alike. The City will encourage water-oriented activities, such as a marina and canoe rental facilities, create a riverfront route for pedestrians and bicyclists, and investigate the feasibility of a riverfront park and cultural facilities in downtown Petaluma.

The City can assure its objectives by cleaning up the river, requiring public access to the river from the nearest public streets and walkways, and redeveloping specific areas for public enjoyment and private use. New development or redevelopment with river frontage should face both the river and the street on which it is located.

OPEN SPACE, CONSERVATION, AND ENERGY

Every effort should be made to preserve surrounding agricultural and open space lands. Petaluma's influence on the surrounding areas is dependent on the City's ability to work with the County to preserve agriculture, to provide incentives for continued agricultural land use, to acquire development rights on key open lands, and to discourage speculative pressure for urbanization on lands beyond the urban limit line.

Conservation of natural resources that contribute to the character of Petaluma (creeks, native oaks, marshlands, and other habitats) is an important concept that requires cooperation between the City and County. The City benefits in practical ways through conservation measures that reduce erosion, recycle wastewater, reduce domestic water consumption, and maintain valuable habitats. Energy conservation programs such as encouraging solar access opportunities in new development and investigating cogeneration potential help keep money normally spent on utility bills in the local economy.

PARKS, RECREATION, SCHOOLS, AND CHILD CARE

Parks and recreation programs should respond to the needs of a diverse population. The City needs to expand its park acreage to bring it into compliance with adopted minimum standards. This expansion should incorporate a balance of recreational opportunities to serve the varied interests of the population. More efficient use of school and other public facilities for recreation and child care programs is encouraged. Continued support of senior citizen programs and expanding opportunities for teens are necessary.

The City currently obtains park land by dedication or *in lieu* fees; it needs to develop funding sources for park improvement and maintenance. Acquisition of new parks will take place at a rate consistent with the growth of new residential development. The development of private recreation facilities and the joint public-private development of commercial recreation facilities are encouraged.

The City recognizes the need for adequate child care services and facilities. New facilities can be provided through the schools or in conjunction with new development. Ways to make child care more affordable and more accessible will be investigated.

LOCAL ECONOMY

Providing jobs for Petaluma's labor force and tax revenue for the City are essential. Expansion of Petaluma's employment base can be accomplished by using lands designated for industrial and office development as efficiently as possible, focusing on environmentally acceptable uses with higher employment densities, and on uses that serve markets outside Petaluma.

Tourism should be promoted, along with the growth of the city's retail base. The downtown will continue on its path to revitalization as the city's cultural focal point and center of commerce.

HOUSING

The City is committed to maintain a range of housing to meet the needs of all Petalumans of all economic levels. This will be accomplished in part by preserving the existing stock of rental apartments and mobile home park spaces, and by continuing to foster the development of units — rental and ownership — that can be afforded by Petaluma households with a wide variety of incomes. Higher-value, "executive-type" housing and higher density "infill" development also are encouraged. The City will periodically conduct an inventory of available residential land to assure that sufficient land exists to meet the wide range of housing needs.

Quality housing is important to the community. The City will strive to improve the condition of existing housing and to enhance the character of Petaluma's neighborhoods. To do so, it must maintain adequate urban facilities and services. Thus, the City can be expected to support new residential development only in those areas where adequate City facilities and services are available or will be provided by the new development.

TRANSPORTATION

The transportation objectives and policies focus on ameliorating traffic flow within the city and between the city and the surrounding region. To improve traffic flow will require easy and convenient access to all areas of the community, additional connections between the East and West Sides and to U.S. 101, reorganizing traffic around the major shopping centers, convenient parking downtown, and encouraging the use of transit.

On City streets where Level of Service (LOS) "C" or better exists, LOS should not deteriorate past LOS "C". On streets where the LOS was "D" or "E" in 1985, LOS should not deteriorate to the next level. Traffic improvements will be made in keeping with this policy.

The use of transit and of bicycles will be promoted by cooperating with plans for a regional transitway through Petaluma, developing transfer terminals, coordinating bus routes and schedules, and building a bikeway system.

All land use decisions will take into consideration potential traffic. Land uses that constrain traffic movement on major arterials will be kept in check. Specifically, new single-family residences will not be allowed to front on arterials, and strip commercial uses will be discouraged except where specifically designed to reduce the impacts created by the traffic they generate.

The City will strive to accumulate funds to pay for anticipated traffic and transit-related improvements in a timely manner. Accordingly, new development will be required to pay a *pro rata* share of needed improvements.

COMMUNITY HEALTH & SAFETY

The City desires to increase the public's awareness of flood, fire, seismic, and other natural hazards, and of methods to avoid or mitigate the effects of these hazards. To the extent possible, the City will avoid land uses that may result in property damage or that threaten the public safety and well-being because they use or transport hazardous material or generate noise or pollutants. The City will identify essential emergency facilities and ensure that they will function in the event of a disaster.

MANDATED ELEMENTS	GENERAL PLAN	
	Chapter	Pages
LAND USE ELEMENT		
Policies and Phasing	4	25-38
Density	4	25-38
Hazardous Areas	11	117-130
Land Use Map	4	25-38
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CIRCULATION ELEMENT		
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OPEN SPACE ELEMENT		
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Criteria for Preservation	6	45-56
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SAFETY AND SEISMIC SAFETY ELEMENT		
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Acceptable Risk	11	117-130
Evaluation of Land Use	4,11	25-38, 117-130
Structural Hazards	11	117-130
Policies	11	117-130
Implementation Program	11	117-130
NOISE ELEMENT		
Existing Noise Levels	11	117-130
Future Noise Levels	11	117-130
Policies/Standards	11	117-130
Implementation Program	11	117-130

NOTE: See Index, pages 147-148, for more specific references.

Figure 1-1: Relation of General Plan Chapters to State-Mandated Elements

2. INTRODUCTION



2.1 THE GENERAL PLAN PROCESS

In April, 1985, members of the City Council, Planning Commission and City staff met to discuss the contents of and process for completing a new general plan for the City of Petaluma. At that time, the City had two planning documents: a General Plan, consisting of the nine state mandated elements, various parts of which had been adopted between 1962 and 1982; and an Environmental Design Plan (EDP) dating from 1978 and intended to function as an intermediate range plan through 1985. It was clear that the City needed to consolidate and update its plans while providing decision-makers with clear and more effective policy guidance.

Building on the outcome of the April, 1985 meeting, the City began a two-year planning process that culminated in the adoption of a new plan in March 1987. Highlights of that process include:

- An outreach program by City planning staff members to more than 20 organizations in the Petaluma area explaining the purpose of the General Plan and the importance of public involvement.
- Appointment by the City Council of five sub-committees of 15-20 citizens each — Community Character, Local Economy, Public Facilities, Transportation, and Growth Management. Each sub-committee met 6 times between September, 1985 and March, 1986.
- Creation of a General Plan Coordinating Committee (GPCC) composed of all members City Council and three Planning Commissioners. The 10-member GPCC provided direction to staff and consultants and oversaw the work of the sub-committees.
- Development of a questionnaire and completion of an in-the-home, scientific, random sample survey of 529 households in Petaluma on various planning issues.
- A community meeting of more than 200 persons to hear the survey results and view a twenty-minute multi-projector slide presentation on Petaluma's community character and design opportunities.

- Preparation of detailed background reports on Land Use and Growth Management, Petaluma's Economic Base, the Retailing and Commercial Sector, Circulation, Public Facilities, Safety, Air Quality, Noise, and Community Character. These reports described existing conditions and potential planning opportunities, and were used by the sub-committees to help formulate General Plan goals, objectives, policies, and programs.

- A "Town Meeting" to explain the major land use changes proposed by the new General Plan.
- A four-page insert in the daily *Argus-Courier* and *Buy Lines* summarizing the text of the plan and showing the draft Land Use map. The insert was sent to every household in the Petaluma area and was one of three methods used to notify people of the beginning of public hearings.
- Eight months of public hearings before the Planning Commission and City Council.
- A complete video-tape record of all General Plan Coordinating Committee meetings, citizen sub-committee meetings, town meetings, and public hearings.

The result of this effort is a guide in text and maps to opportunities and conditions for new development, while defining the optimal balance among the social, environmental, and economic needs and costs to the community. The General Plan is an officially adopted statement of policies that will guide decision-makers in determining the physical development of the City. It also serves as a collective, community memory of issues raised and directions chosen.

2.2 WHAT THE PLAN COVERS

This General Plan consolidates and supersedes the 1962 Petaluma General Plan (Land Use and Circulation); the 1974 Open Space, Conservation, Noise, and Scenic Highways Elements (collectively, Ecologic Resources); the 1976 Seismic Safety and Safety Elements; the 1982 Housing Element; and the 1978-1985 Environmental Design Plan. It covers a 117-square mile Petaluma Planning Referral Area which corresponds to the watershed of the Petaluma River, and which is bounded generally by Washoe Creek on the north, the ridge of Sonoma Mountains to the east, Hog Island on the south, and the Marin County Line to the west. The Referral Area includes the City of

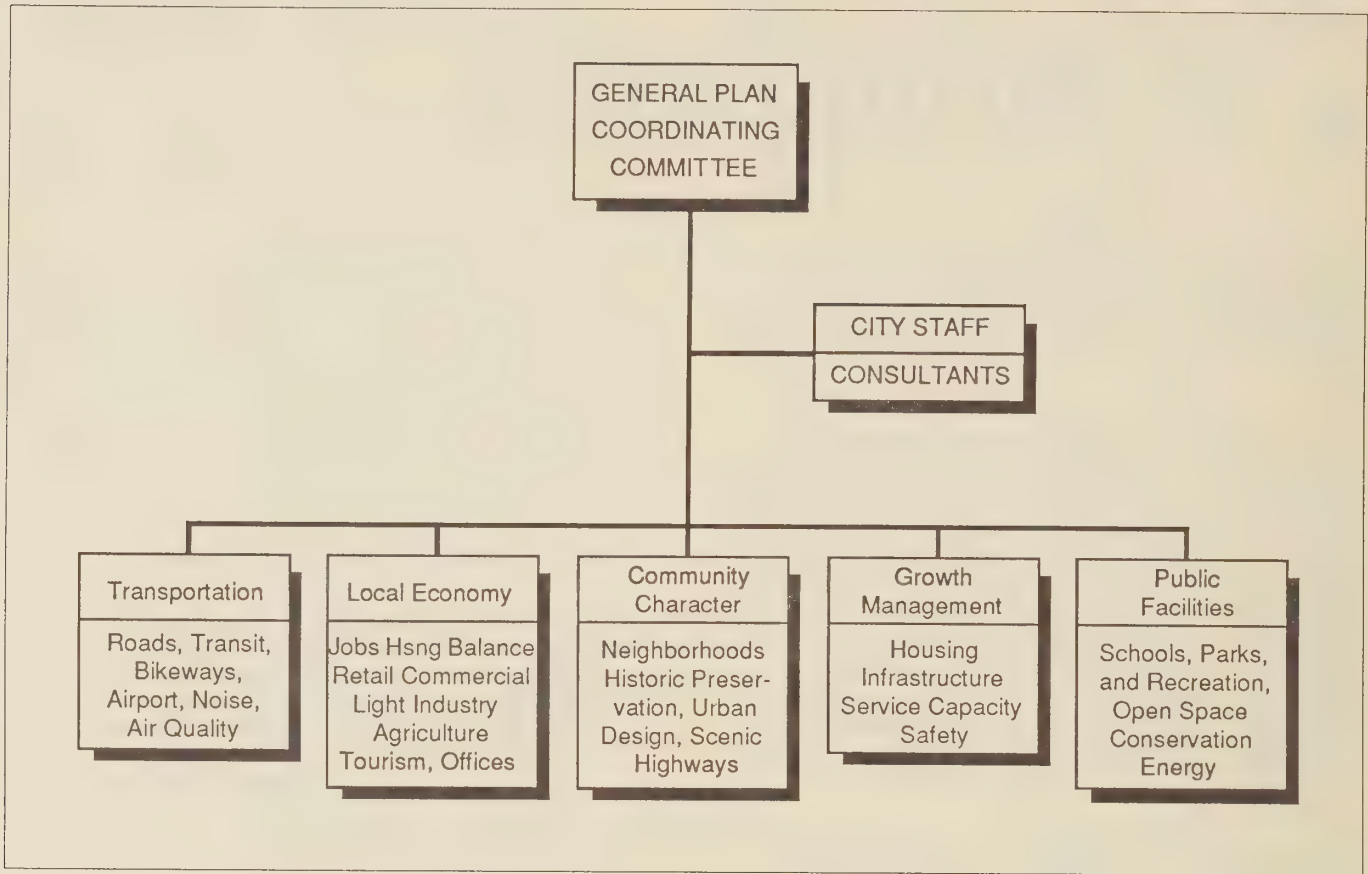


Figure 2-1: Petaluma General Plan Committee Organization

Petaluma and surrounding lands in the County. All lands *outside of the City limits* of the City of Petaluma are regulated by County General Plan and zoning designations. However, State law permits the City to plan for areas outside of its immediate jurisdiction, if the areas have a direct relationship to its planning needs. Those lands adjacent to the City and within the Urban Limit Line but in the County (see Figure 2-2) have been given a City General Plan designation in anticipation that within the 20-year life of the Plan they will annex to the City. Until that time, the City will work with the County to assure that County land use decisions within the Planning Referral Area are compatible with this General Plan.

2.3 ADMINISTRATION OF THE GENERAL PLAN

Once adopted, the General Plan does not remain static. State law permits up to four General Plan amendments per mandatory element per year (Government Code § 65358 [b]). Most amendments propose a change in the land use designation of a particular property. As time goes on, the

City may determine that it is necessary to revise portions of the text to reflect changing circumstances or philosophy. State law provides direction on how cities can maintain the plan as a contemporary policy guide by requiring the Planning Department to report annually to the City Council on “the status of the plan and progress in its implementation” (Government Code § 65400 [b]). In addition, the Council has set the following policy:

This plan shall be comprehensively reviewed in 1992 to determine whether or not it is still in step with community values and conditions.

Any citizen wishing to amend the General Plan would follow the procedure generally outlined below. (More detailed information on processing and timing is available from the Community Development and Planning Department.)

1. Prior to filing an official application for a General Plan amendment, the prospective applicant or his or her agent should discuss the proposed amendment with the City’s Planning Director. This gives the applicant a first-hand opportunity to find out the details of the amendment process as well as any concerns the City may have about the proposed changes.



Figure 2-2: Petaluma Planning Referral Area

2. Should the applicant decide to proceed with an amendment, the next step is to file an official application with the Planning Department and pay the required processing fees.

City policy requires that all applications for changes in land use designation must be accompanied by a development plan of sufficient detail to ascertain the potential impacts of the proposed project on the site and the surrounding area. What constitutes sufficient detail is determined by the Planning Director on a case-by-case basis.

Environmental review in accordance with the provisions of the California Environmental Quality Act (CEQA) will be required of every General Plan amendment.

3. Once an application is submitted, it will be placed on an agenda for public hearing before the City Planning Commission according to the schedule established by the Planning Commission for General Plan amendments. Prior to the Planning Commission hearing, the City, in accordance with State Government Code, will provide notice to the public of the hearing date and the item to be discussed. For an individual amendment, this typically involves a legal notice in the daily *Argus-Courier* and a mail notice to all property owners within 300 feet of the subject property. (Major amendments affecting the entire community, such as an update of the Plan, are noticed differently because of their scale. In such cases, state law provides alternative methods of notification that do not require mailing to individual property owners.)

4. Planning Department staff will prepare a report to the Planning Commission for the public hearing, describing in detail the proposed amendment, any environmental or other impacts that may result, and comments from other City departments or affected governmental agencies. The staff

also will state whether the Commission should recommend the amendment to the City Council for approval or denial. The staff report is sent to the Commission and the applicant. The staff report, comments from the applicant, and other public testimony become factors in the Commission's action.

State law requires that any decision on a General Plan amendment must be supported by findings of fact. These findings are the rationale for making a decision either to approve or deny a project. While specific findings may be applied on a project-by-project basis, at least the following standard findings should be made for each General Plan amendment:

1. The proposed amendment is deemed to be in the public interest.
2. The proposed General Plan amendment is consistent and compatible with the rest of the General Plan and any implementation programs that may be affected.
3. The potential impacts of the proposed amendment have been assessed and have been determined not to be detrimental to the public health, safety, or welfare.
4. The proposed amendment has been processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA).

City initiated amendments, as well as amendments requested by other public agencies, are subject to the same basic process and requirements described above to insure consistency and compatibility with the Plan. This includes appropriate environmental review, public notice, and public hearings leading to an official action by Council resolution.

3. COMMUNITY CHARACTER



3.1 DEFINING COMMUNITY CHARACTER

This chapter is concerned with how Petaluma looks and feels. It attempts to translate the intangible sense of place and well being into the tangible policies and programs needed to keep Petaluma a fine place to live, to work, and to raise a family.

This effort is embodied in the three goals of this chapter:

Goal 1. Strengthen Petaluma's unique identity.

Goal 2. Preserve and strengthen the quality of life in Petaluma.

Goal 3. Preserve and enhance views of dominant features.

3.2 THE LANDSCAPE

Petaluma's character has been influenced by the Petaluma River, the surrounding hills, the flat valley floor, and the marshlands to the southeast. The city lies in a "bowl" defined by Sonoma Mountain on the northeast and the hills that ripple from Burdell Mountain around the West Side. The river divides the city into West and East Sides. Some tributary creeks remain in their natural state; others have been channelized. South of the city, the river and its flood plain flare out, and marshlands and sloughs mark both sides of the river. What had been hayfields on the valley floor have become the tract subdivisions of the East Side. West Petaluma, with its low, rolling hills, fragmented parcels, and chicken houses remains rural in character, although primarily residential.

3.3 THE BUILT ENVIRONMENT

EAST SIDE

The East Side (the area east of the freeway) has developed since the completion of Highway 101 as a four-lane freeway. Its neighborhoods are marked by wide streets that lack street trees or medians, by tract housing, and by a development pattern that has provided little neighborhood open space. It has a low-lying, horizontal profile above which can be seen the hills and ridgelines of the Sonoma Mountains.

Four widely separated freeway interchanges established the "nodes" for roadside commercial development. At the center are the city's major shopping centers located on diagonally opposite corners at McDowell Boulevard and East Washington Street. The one-story centers are arranged around large, mostly treeless, parking lots. Combined, these two centers, the downtown, and Washington Street form a mile-long letter "I" of commercial activity in the geographic center of the city.

East Washington, the principal connection between the East and West Sides, has become a "commercial strip." Between the river and Lakeville Street it is bordered by shopping centers built around off-street parking lots that cater to customers who purchase items that can be carried to nearby cars. From Lakeville to Ellis are offices, retail uses, and fast-food restaurants.

The East Side's three major industrial areas — found roughly at the north and south ends of McDowell Boulevard — present the new industrial image of Petaluma. Buildings are set back from the wide street, with parking lots screened by rolling green berms of lawn and low plants. Before 1964, most of Petaluma's industry was located west of the freeway, along both sides of the river.

Three important components of community character are discussed in other chapters of this General Plan: The Petaluma River and its tributary streams are discussed under "The Petaluma River," page 39 - 44, and "Open Space, Conservation, and Energy", pp. 45 - 56. Bikeways are discussed under "Transportation", pp. 99 - 116. Downtown is discussed under "Local Economy" ■



The silhouette of one of the city's "working towers" is mirrored in a calm Petaluma River.

WEST SIDE

The West Side (the area west of the Petaluma River) was laid out along radial streets that lead to downtown. The connecting streets are generally short, straight, discontinuous, and parallel to Petaluma Boulevard and the river.

Most West Side streets are narrower than those on the East Side, and trees in curbside planting strips create an umbrella-like cover and a comfortable sense of enclosure. West Side houses have been built during all stages of Petaluma's growth and range widely in size and appearance. Very few buildings exceed 3 stories. This gives the West Side, too, a low profile above which can be seen the church spires and the "working towers" toward the center of town.

Outside of downtown, commercial activity is concentrated largely along Petaluma Boulevard North and South. Older industrial areas are concentrated between Petaluma Boulevard and the river, but are not continuous, being interrupted by McNear Hill, by the downtown, and by vacant lots west of the river, north of Payran Street.

CENTRAL PETALUMA

This General Plan calls the central area between the river and the freeway "Central Petaluma" (see Figure 3-1). Once called East Petaluma because it is east of the river, Central Petaluma became a distinctive "third sector" when the freeway formed its eastern boundary. It is largely a commercial and industrial area, with small one-story houses concentrated in a residential area between Lakeville and Payran Streets, from Jefferson Street north.

DOWNTOWN. Cities are known by their downtowns. Petaluma's is superior in appearance and heritage. It stretches from the river to Sixth and Howard Streets, between Hill Plaza and Walnut Park. Downtown boasts a rare sampling of commercial buildings in a variety of architectural styles built since the 1870's, but has all the characteristics of a modern downtown, a new parking structure, and a visually striking combination of new and old buildings ■

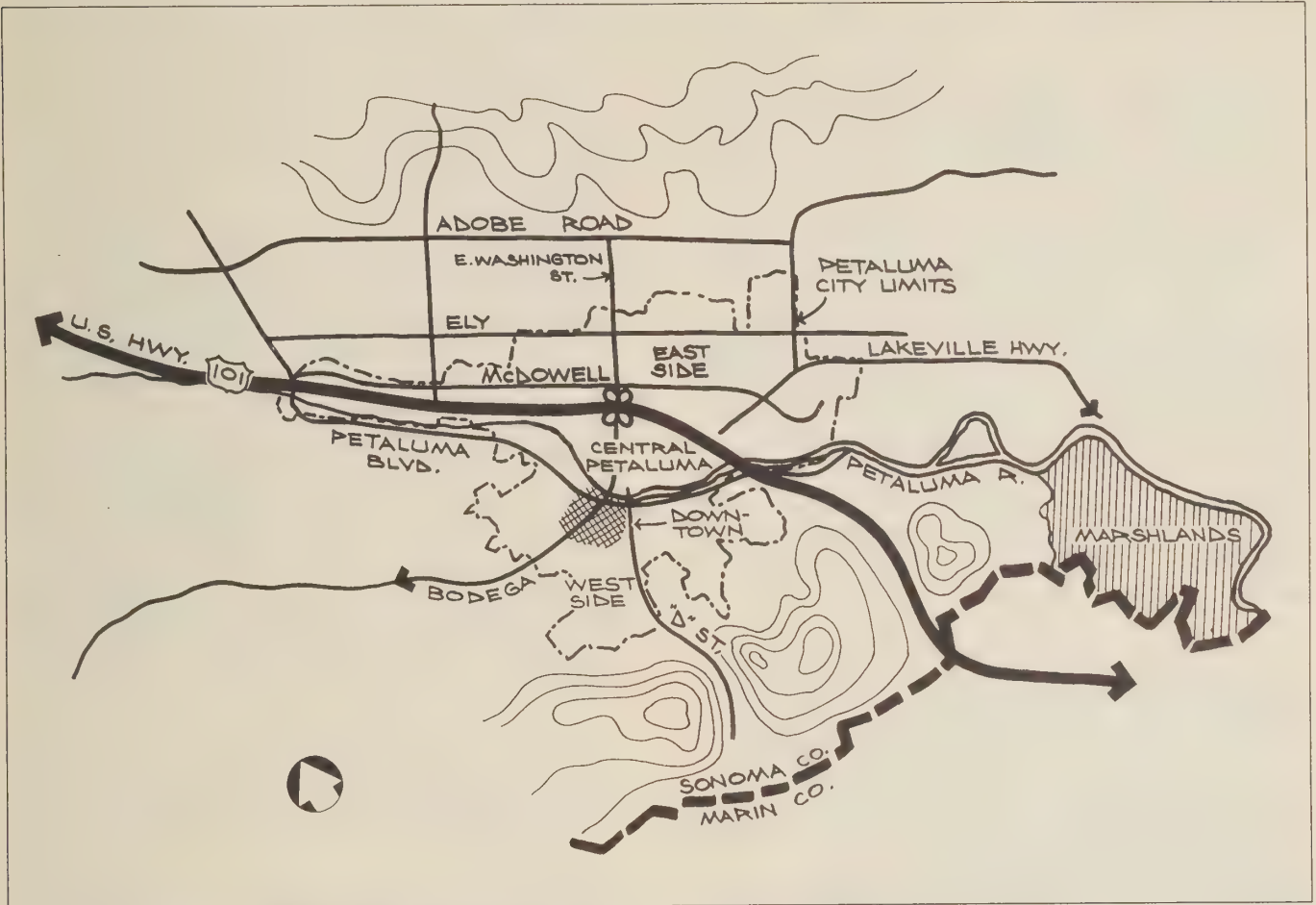
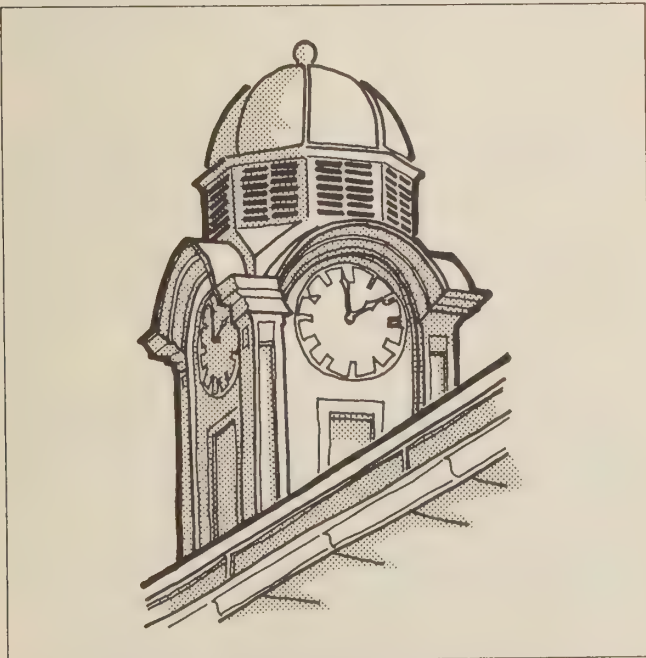


Figure 3-1: Important Features of the Landscape and the "Built Environment."



The landmark clock tower on the Masonic Building at Petaluma Boulevard and Western Avenue is a symbol of the heritage that is preserved downtown.

Bungalows dating from the 1910's mix with post-World War II houses further north.

Not very far from East Washington are a number of interesting contributions to the city's character. The Northwestern Pacific Railroad Depot on Lakeville Street is an excellent example of Mission Revival architecture (1914). Its north facade was the model for the General Plan logo and the cover of this document. The brick, double-towered Sunset Line and Twine building, also on Lakeville, is a national historic landmark and a unique example of 1870's New England milltown architecture. The concrete grain elevator on the river's east bank (1934) is 110 feet tall, and can be seen from almost any point in town.

WEST PETALUMA

This is the unincorporated area west and north of the city limits. Formerly an area of chicken farms, West Petaluma now is marked by "ranchettes" of one to five acres. The area is quiet and rural in appearance.

GATEWAYS AND TRAFFICWAYS

It is primarily from the streets that the city is seen and its form and character is distinguished. A sense of entry occurs at “gateways” along Petaluma’s main roads. Each gateway contributes importantly to the city’s identity.

SOUTH GATEWAY. Highway 101 and Petaluma Boulevard South form the gateway to the city from the south. The view from the road changes quickly from grazing land to various commercial and industrial uses. In between one gets a fleeting view of the East Side in the valley below. A mile-and-a-half after leaving the freeway, Petaluma Boulevard curves west around McNear Hill and heads straight to downtown. Older homes give way to increasing commercial activity. At F Street, one can see the clock tower that marks downtown. This is an interesting entry that could be substantially improved through the implementation of a Specific Plan and application of landscape and design guidelines.

EAST WASHINGTON STREET. Most motorists going to the East Side and many heading for downtown tend to exit the freeway at East Washington. The approaches to the interchange are lined with redwoods and eucalyptus that give a green welcome to the city. Confusion waits at the end of the northbound off-ramp; those unfamiliar with Petaluma must quickly decide which way to turn.

Turning west on East Washington toward downtown takes the motorist over Highway 101, where the view from the bridge is of a grain elevator framed by magnificent hills in the background. However, Washington Street itself is broad, treeless, unrelieved asphalt and concrete with a number of confusing driveways and signs. There are no signs with directions to the city center.

NORTH GATEWAY. On Highway 101, south of the Corona Road overpass, the southbound motorist sees farm and river along a two-mile stretch of the highway. Having just passed a forest of signs at Old Redwood Highway, and the backs of new industrial buildings, this view of open country is startling and refreshing. These surprising juxtapositions of “high tech” development and countryside occur sporadically in Petaluma, and are an important ingredient of the city’s unique visual character.

Instead of traveling 101, one can exit at Old Redwood Highway, take Petaluma Boulevard into town, and confront a jumble of commercial buildings and signs at the end of the off-ramp. Turning south, however, one crosses the signalized intersection with Stony Point Road, and then experiences a remarkable sense of entry: the commercial development stops, and the landscape is marked by a prominent grove of trees. Crossing Willow Brook over a

bridge left over from the thirties, on a divided road reminiscent of older parkways in the east and midwest, the road curves gently. In its median are sycamores, their trunks painted white. If the commercial area at the off-ramp can be softened or screened, and if the beautiful trees in the median can be preserved, this will be a gateway worthy of Petaluma.

LAKEVILLE HIGHWAY. Lakeville Highway is a confusing entrance with strong contradictions between urban and rural land use. One moment it is a country road lined on both sides by a mile-long grove of eucalyptus trees, next it is a busy thoroughfare passing the City’s oxidation ponds, the Oakmead North Bay Industrial Park with its impressive buildings, and East Side residences.

If this introduction to the city isn’t sufficiently jarring to the newcomer, the Lakeville/U.S. 101 interchange adds confusion. One small sign gives directions to “Central Petaluma” before the road crosses under the freeway. Lakeville Street is lined sporadically with industrial and commercial buildings of varied ages and appearances until it reaches D Street. There, a tiny sign gives directions to Bodega Bay.

3.4 URBAN OPEN SPACE

From an urban design perspective, “open space” is the absence of buildings or development. A number of undeveloped, privately owned properties contribute to Petaluma’s particular character. These open, empty, relatively unused areas provide visual contrast or relief that often is taken for granted.

CENTRAL PETALUMA. Central Petaluma provides a significant amount of the city’s urban open space: the fairgrounds, swim center, and Kenilworth Junior High School grounds; the train yard; and the land between the grain elevator and East Washington, and across the river to the north and west. McNear Peninsula is another important element of the community’s open space, as is much of the area along both sides of the river.

EAST SIDE. The dominant open spaces on the East Side are the Petaluma Municipal Airport, Lucchesi Park and the grounds of Petaluma Valley Hospital, Casa Grande High School, the urban separator, the community athletic fields north of the airport, and the Petaluma Adobe State Historic Monument. Particularly important is the large grove of eucalyptus trees on State Park land on the north side of Casa Grande Road. Although the State has plans to remove these trees as part of their upgrading of the Petaluma Adobe State Historical Monument, they have become an important landmark and should be preserved.

WEST SIDE. Small parks are scattered throughout the area, giving parts of the West Side a village-like charm. An example is the small, triangular park in front of St. Vincent's Church and the houses of varying styles and eras that are grouped around it.

Other prominent open areas on the West Side are Petaluma High School, McNear Park, and the cemeteries north of Magnolia and a huge grove of trees to their west. The empty parcel of land west of the City and County offices provides valuable visual relief in an otherwise built-up area, as well as a safety valve for the noise and traffic at the California Cooperative Creamery.

3.5 OBJECTIVES, POLICIES, AND PROGRAMS

The following pages contain the City's objectives, policies, and programs for Community Character as they relate to the three goals stated at the outset of this chapter. Objectives are grouped under five headings: **Open Feeling and Rural Backdrop; Streets; Nature and Character of Development; Urban Open Space; and Archaeological Resources.**

OPEN FEELING AND RURAL BACKDROP

Objectives:

- (a) *Maintain and enhance Petaluma's physical diversity, unique image, and small town atmosphere.*
- (b) *Preserve the rural backdrop and maintain views of important natural features including the Sonoma Mountains, Petaluma River, and western hills.*
- (c) *Preserve ridgelines and hilltops in view corridors in their open state.*

Policy 1: *In making land use decisions, the City shall recognize that proximity of vast amounts of open space, and the presence of such open space on dominant land features such as the Sonoma Mountains and western hills, are an integral part of Petaluma's community character.*

Policy 2: *Within the context that growth will occur, every effort shall be made to preserve and enhance the views of surrounding lands, hills, and ridges.*

Policy 3: *Low-profile, horizontal development shall be encouraged. Locations and criteria to allow for taller buildings will be studied.*

Policy 4: *The City shall strive to locate new buildings, that would otherwise block vistas, outside of view corridors.*

Policy 5: *The City shall discourage land use changes that will permit development on a ridge line in specific view corridors.*

Policy 6: *Well-designed developments that will be harmonious with their setting and/or enhance the city's image shall be encouraged.*

Policy 7: *The area between the Petaluma River and the west side of Highway 101 from Corona Road to the railroad right-of-way shall be developed in a manner that strikes a balance between the industrial uses allowed and the desirability of keeping freeway frontage lands open.*

The open fields provide a visually arresting entry into and passage through Petaluma. This General Plan will allow campus-type industrial development with design continuity and a lower percentage of lot coverage in order to retain the open appearance of the area.

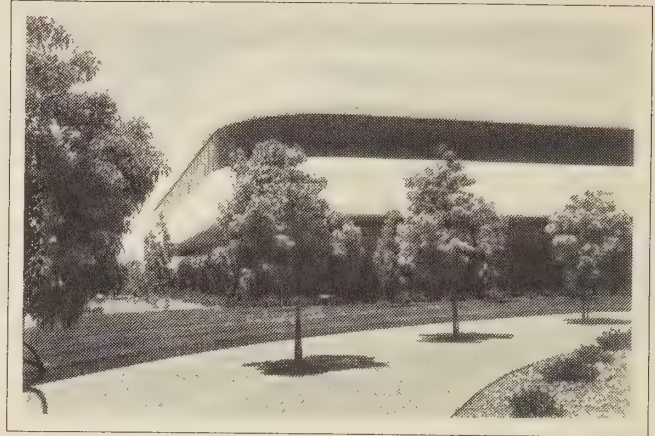
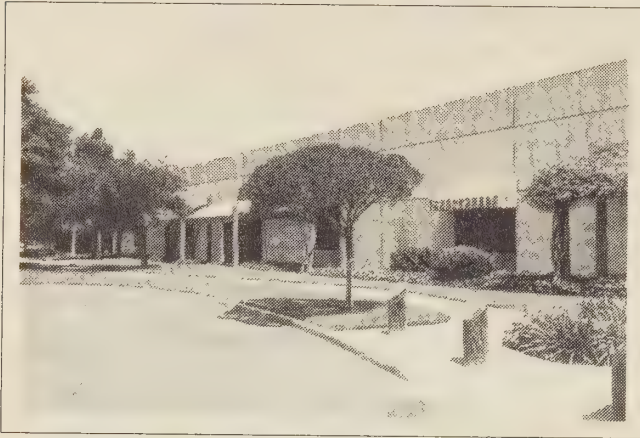
Program (1) *Identify vistas and "view corridors" of community-wide value to be preserved and enhanced, and delineate them on the Development Constraints Map.*



Looking south from downtown, the hills around the Petaluma Golf and Country Club are seen above the Great Petaluma Mill.

Program (2) *Through the development review process, site (or prohibit) buildings so that views and designated view corridors are not blocked.*

"Views" refers to distant or panoramic scenes such as those of the Sonoma Mountains, the river, or the marsh. "Vista" suggests a view seen through a long narrow passage, such as between a row of trees or buildings. "View corridor" further identifies the vista by delineating on a map the path of the observer's line of sight.



By improving the appearance of buildings in the industrial and commercial areas along the freeway, zoning and design guidelines would help assure a more positive aesthetic image of the city when viewed from highly-traveled Highway 101.

Program (3) *Establish specific zoning and/or design guidelines for buildings and signs visible from Highway 101.*

Program (4) *Strengthen the City's hillside development ordinance to preserve identified ridgelines and hilltops in their open, natural state.*

The Hillside Ordinance should be strengthened to map and preserve ridgelines and prominent hilltops from development; to strictly regulate development on hillsides in terms of parcel sizes, building pad locations, road layouts, height of buildings relative to ridge lines, height and appearance of sheer vertical walls, exterior colors, and landscaping; to set firm design and architectural standards for building sites; and to require architectural and site approval.

Program (5) *Establish building height limits in the zoning ordinance for specific areas.*

Taller buildings may forestall encroachment of development on the open space that encircles the City. They should be allowed in certain areas if it is determined that they will not obstruct important views or be incompatible with their surroundings.

Program (6) *Establish a review program for applications referred from the County, for development in the Planning Referral Area outside of the City boundaries, in order to minimize the visual impact of development on surrounding mountains visible from Petaluma.*

STREETS

Streets create the first and lasting impression of the community for citizens and visitors alike. New streets

should be built at a scale more comfortable to pedestrians. To that end, the amount of paving and the apparent width of streets should be reduced. Public and private landscaping, especially healthy street trees on all streets, is a must. Tasteful directional signs should be installed along arterials to help visitors to Petaluma.

Objectives:

(d) Enhance the function, safety, and appearance of Petaluma's streets and highways.

(e) Define and enhance the entryways into the city.

(f) Improve the appearance of new and existing major streets.

Policy 8: *The City will make every effort to beautify its streets and build them at a scale comfortable to pedestrians.*

Policy 9: *The amount of paving and the apparent width of streets shall be reduced physically and visually.*

Policy 10: *The City shall encourage public and private landscaping along or in all major streets.*

Policy 11: *A city-wide pattern of healthy street trees shall be sought.*

Policy 12: *The installation of tasteful directional signs (to downtown and other points of interest) along important thoroughfares shall be encouraged.*

Policy 13: *The City shall continue to foster improved sign design through sign program requirements and strict adherence to sign regulations.*

Policy 14: *The number of billboards shall be reduced, and no new commercial billboard sites shall be permitted.*

Program (7) Preserve and rehabilitate cobblestone curbs. All public works programs (such as tree planting and removal, and sidewalk and street repairing and resurfacing) must give precedence to maintaining the stone curbs.

The stone curbs are unique and add to the special quality of the residential areas in which they are found. They are an important tie with Petaluma's past, and a detail that can be seen and appreciated at close range. A City resolution establishes the policy of maintaining, repairing, and installing cobblestone curbs. A successful program will begin by identifying those block faces with sufficient stretches of cobblestone curb to warrant rehabilitation or preservation.

Program (8) Construct new arterials to improved aesthetic standards. New residential streets will be narrower; new industrial streets will have paved sidewalks and/or pedestrian/bicycle pathways away from the street.

Program (9) Require planter strips and street trees in all new developments.

Many East Side streets are walled-in by back fences or sound walls and are nearly treeless. Since large areas of the East Side are still open to development, there is an opportunity to create narrower, tree-lined streets. Residential access streets need not be wider than 36 feet (8 feet for parking lanes and 10 feet for travel lanes). The remaining fourteen feet of a 50-foot right-of-way can provide five-foot-wide sidewalks on both sides of the street and a four-foot planter strip on one side. Another possibility is a 28-foot street (one 8-foot parking lane and 10-foot travel lanes in each direction) with a remainder of 11 feet on each side (5 feet for a sidewalk and 6 feet for a planter strip). In general, public improvement standards should be flexible enough to be modified on a project-by-project basis.

Program (9.1) Landscape the "remainder" areas that result from changes to parking or traffic patterns on city streets.

The City is also a developer. It builds parking lots and parking structures, and in the process, revises street layouts. The City should do no less in the way of street landscaping than it expects from developers. On the one-way sections of Keller and Kentucky Streets, at the beginning and end of each row of angled parking, there is a leftover triangle of asphalt. These triangles should be defined by permanent curbs and planters. There is a similarly barren triangle at the intersection of English Street and Western Avenue that should be permanently curbed and landscaped.

Program (10) Establish deeper building setbacks and/or require special landscaping along all arterials.

The City should amend the zoning ordinance to establish new setbacks and special landscaping along streets designated as arterials. In most cases this would mean the landscaping of private property with private funds to soften the present harsh image along many of Petaluma's arterials.

Program (11) Require and construct landscaped medians in major arterials.



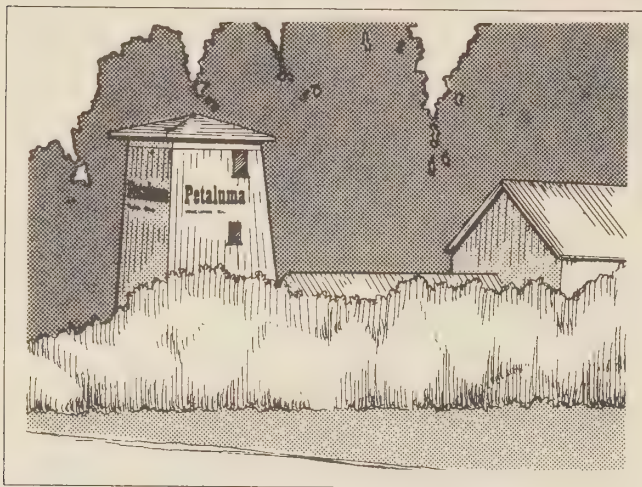
Installation of medians can be costly, but would be helpful in breaking up the wide expanse of pavement on East Washington Street, McDowell and Ely Boulevards, Petaluma Boulevard, Caulfield Lane, Casa Grande Road, and Old Redwood Highway. To further reduce visual clutter, additional planting on each side of the streets also is needed.

Program (12) Amend the zoning ordinance to create a "Gateway overlay zone" and amend the SPARC guidelines to establish requirements for gateway site dimensions, landscape design standards, site design standards, signs (including off-site signs for non-commercial purposes such as imparting visitor information, to be integrated into the on-site sign program approved for development), uses, development projects that would result in upgrading or creation of designated gateway sites, and other requirements as necessary.

Program (12.1) Work with appropriate State and County agencies, private organizations (such as the Chamber of Commerce), service clubs, and property owners to develop and maintain the Gateways designated on the General Plan Map.

The existing median and sycamores along Petaluma Boulevard North should be preserved and enhanced. The trees give the roadway a pleasant entrance to the city.

The northbound gateway on US 101 (see Land Use Map) would not "announce" only Petaluma. It would also serve as the first welcome to Sonoma County. Therefore, the County's cooperation and funding assistance should be sought. The City should decide which gateways and entrances will get priority, and should prepare landscape design and sign programs.

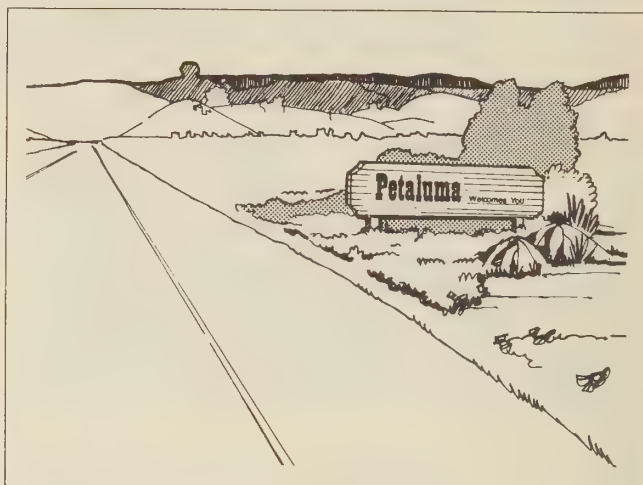


An example of private property suitable for special landscaping is the vacant land designated "Gateway" on the north side of East Washington Street, between the south-bound off-ramp from Highway 101 and Ellis Street. This private property makes an important visual statement before the motorist encounters the drive-in establishments along East Washington. It can be landscaped when developed to provide a pleasant entry to the city.

URBAN TREES provide protection from climate extremes and fill the physical environment with vitality and beauty. Street trees unify the face of the street where there are diverse functions or facades; they give streets visual depth; and they separate pedestrians from autos, both physically and psychologically. Planners, landscape architects, and traffic engineers have observed that motorists tend to drive more slowly on tree-lined streets.

There are very few streets in the city where the street trees are uniform. A program is needed in all residential, commercial, and industrial areas. Concerted efforts to plant and maintain trees could prove to be the single most important step the City could take to enhance Petaluma.

A street tree management program is necessary to insure a mix of pleasant trees, to prevent damage to streets, sidewalks, sewers, and storm drains, and to maintain coverage as trees die. A City task force should be assembled to set goals for tree canopy density, solar access, species selection, and replacement. The City's current list of street trees is a good start, but a plan is needed for planting trees in patterns that will define neighborhood character, yet avoid disease or maintenance problems ■



A low sign set amidst modest landscaping may be all that is needed to call the motorist's attention to a gateway. This example would utilize right-of-way alongside the P.G. & E. substation on Frates Road. The view is toward the west.

Program (13) Prepare and adopt a Specific Plan for Petaluma Boulevard North and South (including urban design and development of the street as the city's "historic gateway").

Program (14) Prepare and adopt a "street tree planting and management" program, establishing varieties, size and spacing standards, maintenance and replacement standards, priority, planting schedules, etc.

Program (15) Give priority under the street tree planting program to those streets that physically or visually link open spaces and activity centers.

Program (16) Use landscape assessment districts to install and maintain street trees, landscaping, fences, sound walls, and other improvements within rights-of-way.

Where development occurs, improvements will be installed to new standards. In older, established areas, some method must be found to pay for the desired improvements. Assessment districts are a pragmatic answer.

Program (16.1) Develop various themes for landscaping parts of Petaluma.

Program (17) Prepare a comprehensive informational/directional sign program for the city.

The change from the radial street pattern on the West Side to the grid pattern on the east side of the river can make it difficult for the visitor to orient. Directional signs are needed at all entrances to (and at many intersections within) the city. Since there are so few signs, there is an opportunity to develop a sign format that fits Petaluma, select sites where visitors will need directions, and install the signs (perhaps with assistance from volunteers or the business community.)

Program (18) *Strengthen the sign ordinance with respect to design quality, and such items as banners, pennants, balloons, flags, signs posted on the inside of glass display windows, free-standing signs, and shopping center formulas.*

The Washington Street facade of the Plaza Shopping Center presents a special opportunity. Motorists leaving Highway 101 on the northbound off-ramp at East Washington see the back of the shopping center and quite a few signs for individual businesses. The south-facing wall could be handsomely painted with a large mural and small but clear signs directing traffic not only to The Plaza, but to downtown as well.

NATURE AND CHARACTER OF DEVELOPMENT

All buildings in Petaluma should be designed to improve the appearance of the city and fit with existing development. Landmark buildings must be protected not only from destruction, but from ill-advised remodeling and poorly designed neighbors. At the same time, the City can establish an identity for otherwise undistinguished residential areas by encouraging architectural diversity.

Objectives:

- (g) *Establish an identity for, and enhance the diversity of residential areas on the East Side.*
- (h) *Create distinct, identifiable neighborhoods.*
- (i) *Upgrade the quality of public, residential, commercial, and industrial development throughout the city.*
- (j) *Preserve Petaluma's architectural heritage.*
- (k) *Retain the unique qualities and architectural flavor of downtown and of West Side residential areas.*
- (l) *Prevent the destruction of landmark buildings.*
- (m) *Preserve heritage and landmark trees.*
- (n) *Prevent blight.*

Policy 15: *The City shall strengthen its site planning and architectural design review process and guidelines, and shall continue to monitor adherence to the conditions of approval placed on a project.*

Policy 16: *New single-family detached residential developments of 16 or more units, excluding affordable housing for very low- and low-income households, shall be designed such that 10% of the total units are significantly different from the remaining units in architectural style and detail and are interspersed throughout the project.*

The intent of this policy is to promote architectural diversity in new neighborhoods. In general, the City seeks to avoid monotony and sameness and to promote architectural diversity and neighborhood identity in the design of new developments.

Policy 16.1: *The City encourages the restoration and re-use of historic buildings.*

Policy 17: *All development and redevelopment shall add to, not detract from, existing significant, City-identified architectural landmarks, buildings, and areas.*

Policy 18: *The City shall make every effort to preserve landmark trees and major groves.*

Policy 19: *Require SPARC review of those infill construction projects in residential and commercial areas where compatibility with surrounding buildings and neighborhoods may be at issue.*

Policy 20: *The clustering of commercial enterprises shall be encouraged. Additional strip commercial shall be discouraged along arterial streets including Lakeville, Bodega, East Washington, Petaluma Boulevard, and Old Redwood Highway.*

Policy 21: *The placement and/or screening of satellite dishes and solar systems shall be controlled to the extent permitted by state and federal laws and guidelines.*

Policy 22: *Revise the zoning ordinance from time-to-time to maintain consistency with the General Plan.*

Policy 23: *Define and separate new neighborhoods (and existing neighborhoods, where feasible) by identifiable boundaries.*

Policy 24: *Encourage interaction and involvement among neighbors through careful project design.*

Residential project design should foster the sense of security and belonging that comes from knowing and interacting with one's neighbors.

Policy 25: *Support neighborhood groups in new and existing areas.*

Program (19) *Maintain outlying rural lands in large parcel sizes, so that at the time of development a Specific Plan or comprehensive design plan can be prepared.*

Program (20) *Prepare Specific Plans for appropriate areas (e.g., Corona-Ely, Downtown, etc.) to promote quality and diversity in well-planned developments.*

Specific Plans are needed to protect and enhance important areas (like Downtown) and to encourage better planning and design and neighborhood identity in newly developing areas (like Corona-Ely). The Specific Plan is a vehicle for careful urban design at a level of detail not possible in the General Plan. It can focus on a particular area to lay out roads, walks, and paths, set street design standards, architectural standards, mix of development, phasing, zoning, financing, etc.

Program (21) *Create neighborhoods with visible and functional centers (e.g., parks).*

Program (22) *Create neighborhood gateways by using entrance pillars, landscape features, or special walls or sculpture.*

Program (22.1) *Clearly define architectural diversity in developments of new single-family detached houses through standards established in City design guidelines, the growth management system, or the zoning ordinance.*

Program (23) *Establish strict standards, procedures, and review guidelines for SPARC.*

While diversity is to be celebrated, dichotomy is not. For all development henceforth, architectural and design excellence should be demanded. Good design need not cost more than poor design.

Program (24) *Formally identify significant historic buildings and areas.*

An inventory of historic buildings is found in *Petaluma's Architectural Heritage* (1978). The City should update and maintain records of historic buildings and provide information and assistance necessary to establish historic preservation districts.

Program (25) *Revise and strengthen the historic preservation ordinance.*

Program (26) *Create one or more historic preservation districts.*

While this should be the responsibility of the Historic and Cultural Preservation Committee as described in Program 25, the City should assist any community groups that want to take on such an effort. The Committee should establish separate historic districts for predominantly residential and commercial uses.

Program (27) *Protect designated architecturally and/or historically significant areas, and require infill developments to be architecturally compatible with their surroundings.*

Program (28) *Identify heritage and landmark trees and pass an ordinance to preserve them (such as requiring SPARC review of any plans for trimming or removal of landmark trees.)*

Conduct a survey of significant heritage trees. Incorporate the inventory into the street tree management plan and provide preservation mechanisms within the enabling ordinance. (See Program 14.)

(Program number 29 is reserved for future use.)

Program (30) *Strengthen existing ordinances to regulate the types of commercial establishments, such as "fast food," so that they will not impact negatively on traffic flow or community appearance.*

One means to reduce the negative traffic impacts of strip commercial is to require greater distances between driveways, or a shared driveway for two adjacent parcels. Some communities establish distance limits between driveways, e.g., no more than "X" such establishments in each 1000 linear feet of commercial roadway, or requiring a minimum distance of "Y" between any such two establishments. The zoning ordinance should be amended to incorporate the preferred means to control high-traffic-generating commercial establishments to reduce traffic impacts.

Program (31) *Amend the zoning ordinance to require screening or unobtrusive placement of appurtenances such as aerials, solar systems, satellite dishes, garbage or dumpster enclosures, air conditioning units, and transformers.*

Program (32) *Adopt an ordinance to deal with nuisances in private yards, such as the storage of boats, recreational vehicles, and/or inoperative cars.*

Program (33) *Enlist the support of the community, particularly the business community in commercial areas, to target situations that need maintenance, painting or other abatement.*

URBAN OPEN SPACE

The City should create and preserve all the open space it can. Plazas, courtyards, waterfalls, fountains, trees, sculpture, and street vendors all help to create pleasant spaces within the urban setting.

Objective (o): *Preserve meaningful amounts of usable urban open space in and between developments.*

The lawn between City Hall and Upham Street is an example of a small but important open space that should not be used for any other city function or building. The City Hall area would feel congested were it not for the two parking lots and the lawn between them. Trees should be planted. The area might be a suitable location for a piece of outdoor art or sculpture.

Policy 26: *The City shall seek to preserve significant landmark open spaces through dedication, purchase, or easement.*

McNear Peninsula offers an exceptional opportunity to create a unique central park, with access from land limited to pedestrians and bicyclists.

Policy 27: *The City shall require provision of privately-owned open space in residential developments of more than 15 units where made necessary by project density or design, or lack of proximity to public parks or open space.*

Program (34) *Prepare an open space plan for the city. The plan should identify existing open spaces, including open spaces downtown; propose new open spaces (to be retained or developed); and link the various open spaces through bikeways, pedestrian paths, tree-lined streets, and river access.*

Program (35) *Use the development review process to insure that meaningful amounts of usable open space are incorporated in commercial, mixed-use, and industrial areas.*

Downtown redevelopment can take advantage of and preserve some of the existing open spaces that now stand unused around the grain elevator and in the train yard west of Lakeville Street, between East Washington and D Streets.

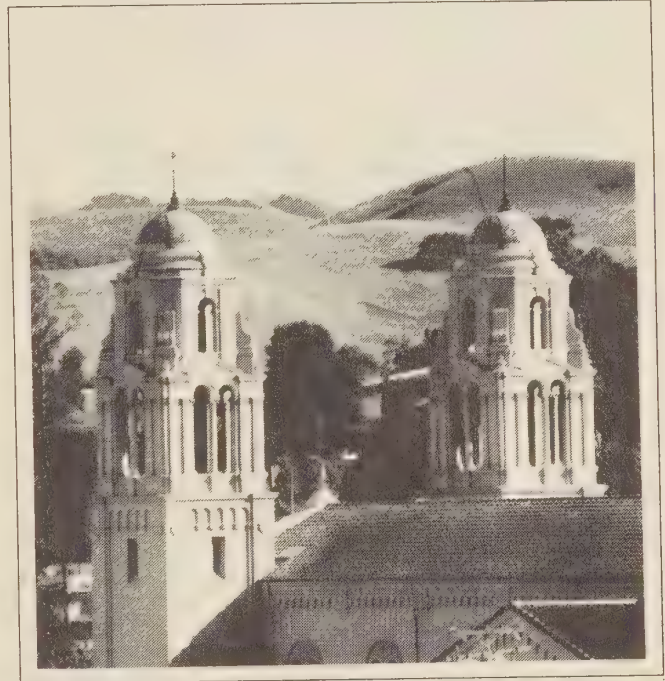
Program (36) *Encourage the use of parking lots and other areas for a farmers' market.*

Program (37) *"Street furniture" (planters, benches, newspaper racks, trash receptacles, street lamps, bike racks, bicycle lockers, etc.) should be installed downtown to enhance the city's most urban open spaces.*

Program (37.1) *Encourage a program of public art in parks, public buildings, and public open spaces.*

A sensitive design plan, carefully followed, will motivate people to come downtown, and walk about the area, patronizing not only the businesses they came to visit, but other shops and stores along the way. This simple approach has proven valid in shopping centers and downtowns across the country.

Opportunities exist downtown for special sidewalk paving, mini-plazas, fountains, alley improvements, wall graphics, new street furniture, and special street paving at specific locations.



The twin towers of St. Vincent's Church look over the foothills of Burdell Mountain as well as a small but important triangle of open space between Bassett, Liberty, and Howard Streets.

ARCHAEOLOGICAL RESOURCES

The area's beneficent climate, the bay and its marshlands, the streams, the oak groves, and the bounty of the land provided the resources that attracted Indian settlement. Indian artifacts are likely to be found where streams from the hills break out on the edge of the valley, in mounds on the floor of the valley, and in middens along the sloughs. The location of sites containing valuable archaeological remains was mapped in the early 1980s, but since then additional sites have been identified within the urban limit line through the California Archaeological Inventory (CAI).

Objective (p): Promote greater sensitivity toward Petaluma's archaeological heritage.



Looking across the 'A' Street Parking Lot to the Historic McNear Building on Kentucky Street.

Petaluma General Plan

Policy 28: *The City shall cooperate with the CAI in the development of information which will allow the prediction with a high probability of those areas likely to contain archaeological remains.*

Program (38) *Programs of public information shall be undertaken to make property owners aware of background data on their property of archaeologically significant structures or sites.*

Program (39) *All development applications and public projects that require EIRs will routinely be sent to the "California Archaeological Inventory—Northwest Information Center" at Sonoma State University for review and recommendations regarding archaeological findings.*

The City has a map that shows areas where archaeological finds may be anticipated, with probabilities listed as high, medium, and low. In those areas identified as having a high or medium probability of archaeological remains, projects on City land or those requiring the issuance of permits by the City will be investigated during plan review to determine whether valuable archaeological remains will be

affected by the project. On the discovery of findings, development activity will be halted until professional archaeological examination and preservation is accomplished. Information developed through this process will be used to refine the map.

Policy 29: *The City shall take all possible precautions to insure that no action by the City results in the loss of the irreplaceable archaeological record present in the City's jurisdiction.*

Program (40) *Preserve archaeological sites by considering any significant remains in planning for parks. Funds from Federal, State and local sources should be sought for preservation.*

Program (41) *Amend the General Plan Land Use Map to preserve archaeological qualities where the proposed use is incompatible with the significance of the site.*

Program (42) *Where an archaeological site is in proximity to a project under review, City staff in conjunction with CAI will determine the qualities to be preserved and the methods of preservation.*

Figure 3-2: Guide to Community Character Goals, Objectives, Policies, Programs, and Implementation.

Goals 1,2,3 (Strengthen and preserve Petaluma's identity, quality of life, and views of dominant features) apply to all of the subheadings shown below.

Goal	Objective	Policy	Program	Body Responsible for Implementation ¹								
				CC	CM	PD	PW	PR	PC	EDC	SP	HC
Open Feeling and Rural Backdrop												
1,2,3	b,c	2,4,5	1	•		•						
1,2,3	b	2,4,5	2	•		•			•		•	
1,2,3	a,b	2,3,6,7	3	•		•			•		•	
1,2,3	c	2,4,5	4	•		•			•		•	
1,2,3	a,b	2,3,6,7	5	•		•			•			
1,2,3	b,c	1,2,5	6	•		•			•			
Streets												
1,2,3	f	8	7				•					
1,2,3	d,f	8,9,10	8			•	•					
1,2,3	d,f	8,9,10,11	9			•	•					
1,2,3	f	8,9,10	9.1	•			•					
1,2,3	d,e,f	8,9	10			•					•	

(Guide continues on page 23.)

Figure 3-2: Guide to Community Character Goals, Objectives, Policies, Programs, and Implementation (continued).

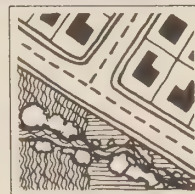
Goal	Objective	Policy	Program	Body Responsible for Implementation ¹								
				CC	CM	PD	PW	PR	PC	EDC	SP	HC
Streets (continued)												
1,2,3	d,e,f	8,9,10	11				•					
1,2,3	e	10,12,13	12	•		•	•		•		•	
1,2,3	e	10,12,13	12.1		•	•	•					
1,2,3	e,f	12,13	13	•		•						
1,2,3	f	10,11	14	•		•	•	•				
1,2,3	d,f	10,11,12	15	•		•	•	•				
1,2,3	d,f	8,10,11	16		•		•					
1,2,3	e,f	8,10,11	16.1			•	•					
1,2,3	d	8,12,13	17				•					
1,2,3	d,e	8,12,13,14	18	•		•			•			
Nature & Character of Development												
1,2,3	g,h,i	23,24,25	19		•	•						
1,2,3	g,h	23,24,25	20	•		•						
1,2,3	g,h	20,23,24,25	21	•		•						
1,2,3	h	15,23,24,25	22	•		•					•	
1,2,3	i	15,16,19,20,22	22.1	•		•			•		•	
1,2,3	i,k	15,16,17,19,20	23	•		•					•	
1,2,3	j,k,l	17,19,21	24	•		•						•
1,2,3	j,k,l	17,19	25	•		•						•
1,2,3	j,k,l	16.1,17	26	•		•						•
1,2,3	j,k,l	16.1,17	27	•		•			•		•	•
1,2,3	m	18	28	•		•	•					•
1,2,3	i,n	22	30	•		•			•			
1,2,3	i,n	21,22	31	•		•			•	•		
1,2,3	n	22	32	•		•			•			
1,2,3	n	17,24,25	33	•	•	•	•					
Urban Open Space												
1,2,3	o	26,27	34	•		•		•				
1,2,3	o	26,27	35			•			•		•	
1,2,3	o	26,27	36	•		•						
1,2,3	k,o	26,27	37	•	•	•	•					
1,2,3	h,o	26,27	37.1	•				•				
Archaeological Resources												
1,2,3	p	28,29	38			•						•
1,2,3	p	28,29	39			•						
1,2,3	p	28,29	40	•	•	•		•				
1,2,3	p	28,29	41	•		•			•			
1,2,3	p	28,29	42			•						

Notes:¹ CC: City Council CM: City Manager PD: Planning Department PW: Public Works Department
 PR: Parks & Recreation Commission PC: Planning Commission EDC: Economic Development Commission
 SP: Site Planning and Architectural Review Committee HC: Historic and Cultural Preservation Committee



Aerial view of Petaluma, December 14, 1984, looking southeast above U.S. Highway 101. Corona Road crosses the freeway in the foreground. Construction work on the runways of the new Petaluma Municipal Airport is visible at left, center. At right center are McNear Island and downtown.

4. LAND USE AND GROWTH MANAGEMENT



4.1 INTRODUCTION

Petaluma's land use pattern is well established and is unlikely to change. This chapter examines the last quarter-century of Petaluma's growth, and the interrelation between land use and the City's growth management system. It lays out the dimensions and directions of growth anticipated over the next 20 years, defines land use categories, and describes the General Plan Land Use Map.

The goal of this chapter — and one of the City's major goals is —

Maintain Petaluma as separate and distinct from nearby communities.

The philosophy, details, and workings of Petaluma's growth management and land use concepts are explained in the objectives, policies, and programs in Section 4.5.

Important aspects of growth management are discussed under the Community Character; Open Space, Conservation, and Energy; and Housing chapters of this General Plan ■

4.2 LAND USE

INFLUENCE OF THE FREEWAY

The completion in the mid-1950's of major sections of freeway on U.S. Highway 101 connecting the city to San Francisco encouraged growth on the readily available and buildable flat land to the east without changing the older West Side. Indeed, the rapid East Side growth triggered the present growth management system.

Most of the East Side has developed since 1955. In 1985, it housed over half of the city's total population of 37,300. The City's utility extension and planning policies have exercised a fairly consistent limit on eastward growth and have maintained an abrupt demarcation between urban development and adjacent farmland.

EXISTING LAND USE

Forty percent of the city's total land area is undeveloped. (See Figure 4-1, next page.) One-sixth (16.5%) of the total city area will never be developed, since it is either streets, water, or "urban separator." Petaluma is somewhat more residential and less well endowed with public uses and parks than typical cities of 50,000 to 100,000 population. Figure 4-2 (page 27) compares Petaluma with a "typical" city of 50,000 to 100,000 population.

RESIDENTIAL LOCATION AND DENSITY

In the ten years from 1960 to 1970, Petaluma's housing stock grew by 60 percent: 3,093 dwelling units were added. Between 1970 and 1980, the rate of increase slowed to 54.4%: 4,365 units were added. In the first 6 years of the 1980's, 2,306 dwelling units have been added (Fig. 4-3).

The East Side and the West Side have nearly the same average density: 5.1 dwelling units per gross acre on the East Side versus 5.7 per acre on the West Side. The visual character of the two areas is quite different, however, emphasized on the East Side by tract homes; by comparatively fewer parks, churches, and apartments; and by the relative lack of street trees.

4.3 GROWTH MANAGEMENT

The development of the early 1970's alerted the City to the problems of rapid growth — neither the sewer system nor the schools could keep up. Growth threatened the local economy by impinging on the economically important dairy lands and by drawing retail business away from downtown to the new shopping centers on the East Side. The City then instituted a system of controls to pace new residential construction.

THE RESIDENTIAL DEVELOPMENT CONTROL SYSTEM (RDCS)

The RDCS is the implementation program designed to meet the City's growth objectives. Since 1975, the maximum limit of allowable growth has never been reached; and growth has not been induced away from the East Side and to the West Side. The eight original objectives of 1971 are evaluated on the next page:

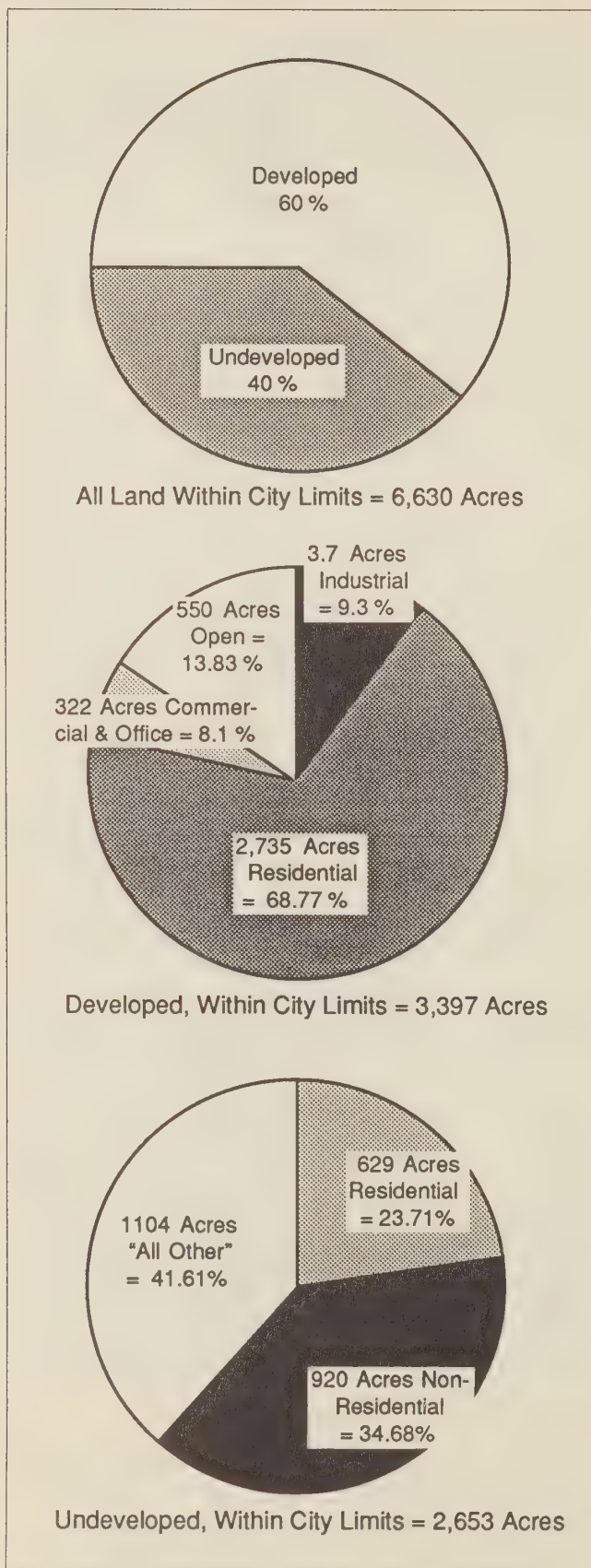


Figure 4-1: Land Within City Limits, September 1985.

- "The city's small town character and surrounding open space" has been eroded, rather than "protected."

- Although schools are not on double sessions, the several school districts have found it difficult to keep up with the rate of development, as evidenced by temporary buildings and spartan construction. The City's utility systems have fared better.

- The "growth rate has been limited to about 500 dwelling units annually." The average annual growth in units for the three 5-year periods 1970-75, 1975-80, and 1980-85 was, respectively, 508, 365, and 360. (The net change in 1984 was 787 dwelling units, but 460 of those were in one apartment project, the construction of which helped to meet the City's long-standing housing goals. See Figure 4-3, next page.)

- There has not been "a balance of development between the eastern and western sides of the city"; rather, East Side development has outpaced the West Side 4 to 1.

- There remains a "greenbelt of open hills and marshlands together with open space for definition of urban form," but it is shrinking, not "permanent," and it is not actively used "for recreation."

- The "deficiency in multi-family units in Petaluma" has been redressed. Between 1980 and 1986, 36% of all new dwelling units were multi-family.

- The RDCS has not encouraged "a limited amount of high-density housing and conversion of older homes to apartments in the central business district of the city."

- While there has been a "strengthening and rehabilitation of the central business district," it is not apparent that the RDCS is responsible.

Furthermore, the administration of the RDCS has been cumbersome for both City staff and developers and has contributed to the lack of diversity in East Side architectural and site design by limiting the number of developers active in Petaluma.

4.4 DEVELOPMENT POTENTIAL

The amount of land between the existing city limits and the urban limit line set by this Plan is approximately four square miles. This is 1.75 times the size of the original town and represents an increase of 38.6% over the 1985 incorporated area of 6,630 acres.

Percent of total incorporated area of 6,630 acres		
	Typical City	Petaluma
Industrial	5.1%	5.6%
Public (parks, schools, civic buildings)	11.3	8.3
Commercial and Office	2.3	4.9
Residential	25.4	41.3 ¹
Vacant	20.5	23.4
Streets and Highways	15.5	13.9 ¹
All other	19.9	2.6
TOTAL	100.0%	100.0%

¹ The methodology tends to overstate the residential figure and to understate the figure for streets.
Source: Knox & Associates

Figure 4-2: Percent of Land Use by Seven Major Categories.

Year	SOURCE: U.S. CENSUS		SOURCE: CITY OF PETALUMA				
	Total Dwelling Units	Net Change (%)	Total Dwelling Units	Net Change			
	(As of 4/1/86)		(As of 1/1/86)	Total (%)	Single-Family	Multi-Family	Total
1960	5,082	N/A	N/A	N/A	N/A	N/A	
1970	8,175	60.1	N/A	N/A	N/A	N/A	3,093
1975	10,716	31.1	N/A	N/A	N/A	N/A	2,541
1980	12,540	17.0	12,525	N/A	N/A	N/A	1,824
1981	N/A	N/A	12,848	2.6%	313	10	323
1982	N/A	N/A	13,018	1.3	164	6	170
1983	N/A	N/A	13,114	0.7	93	3	96
1984	N/A	N/A	13,450	3.2	363	63	426
1985	N/A	N/A	14,327	5.8	327	460	787
1986	N/A	N/A	14,831*	3.5	223	281	504
1980-86				11.8	1,483	823	2,306
N/A = Not Available NOTE: Figures for 1981-86 do not include units demolished * As of December 1, 1985							

Figure 4-3: Dwelling Units Added, City of Petaluma, 1960-1986.

LAND USE CATEGORIES, 1985

Analysis Sector	Office	Commercial			Industrial	Open			Total in gross Acres
		Neighborhood	Central	Service		School	Park	Agriculture	
1	10.00	5.03	0.00	14.96	199.52	5.60	283.26	0.00	518.37
2	0.00	0.46	6.31	28.35	80.99	0.00	56.70	0.00	172.81
3	2.87	2.91	5.23	11.28	69.38	0.00	25.12	0.00	116.79
4	11.57	0.00	0.00	49.20	193.57	102.20	0.00	0.00	356.54
TOTALS	24.44¹	8.40¹	11.54¹	103.79¹	543.46	107.80	365.08	0.00	1164.51

¹ Total Office and Commercial 148.17

Figure 4-4: Non-Residential Land Use in Gross Acres, Assuming Build-out Within the Urban Limit Line.

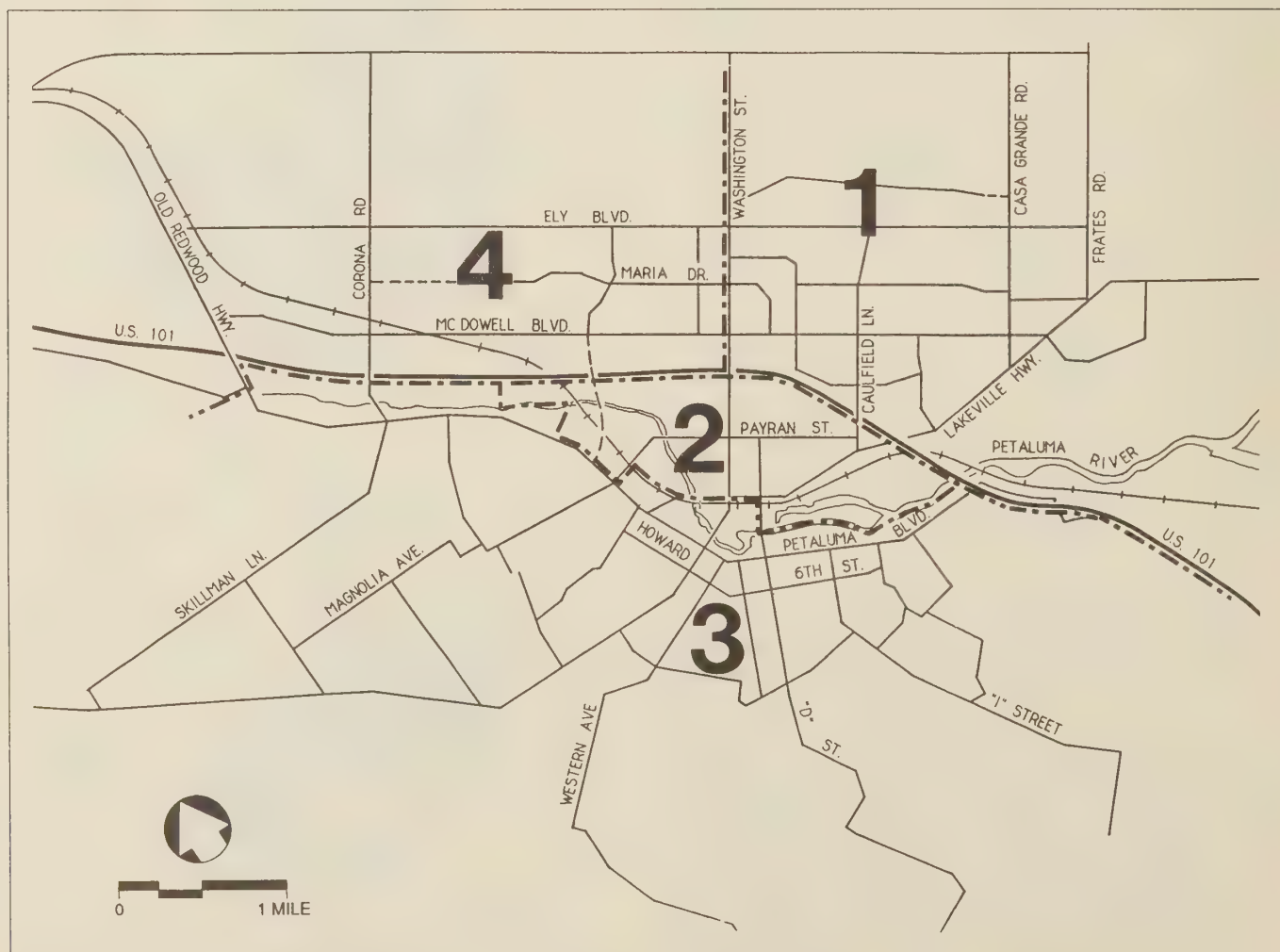


Figure 4-5: Petaluma Analysis Sectors.

Analysis Sector	Single Family Dwelling Units (du)	Multiple Family Dwelling Units (du)	Total Dwelling Units, this Sector	Total Number of Persons at 2.6 per du	75% of Total Persons
1	1,558	85	1,643	4,272	3,204
2	127	1,366	1,493	3,882	2,911
3	2,234	297	2,531	6,581	4,935
4	4,619	881	5,500	14,300	10,725
TOTAL	8,538	2,629	11,167	29,034	21,776
Percent	76.5%	23.5%	100%	-----	-----

Figure 4-6: Dwelling Unit Build-out and Population within Urban Limit Line after January 1, 1985.

NON-RESIDENTIAL "BUILD-OUT"

Figure 4-4 shows, by four "analysis sectors," the acreages that can be developed for non-residential purposes within the urban limit line. Figure 4-5 is a map of the four analysis sectors. Sector 1 is the East Side south of East Washington Street; Sector 2 is Central Petaluma; Sector 3 is the West Side; and Sector 4 is the East Side north of East Washington Street.

POTENTIAL RESIDENTIAL BUILD-OUT

Figure 4-6 shows the potential number of dwelling units that can be built within the urban limit line. The total number possible is 11,167 units, of which 8,538 (or 76.5%) would be single-family units and 2,629 (23.5%) would be multi-family units. Of the overall total, 7,143 (64%) would be built on the East Side (sectors 1 plus 4), and 4,024 (36%) would be built west of the freeway (sectors 2 plus 3). Of that 36%, 1,493 units (13.4% of the total) would be built between Petaluma Boulevard and the freeway (sector 2).

PROJECTED BUILD-OUT POPULATION

Figure 4-6 assumes an average of 2.6 persons per dwelling unit. That number is based on the January 1, 1985, population estimate for Petaluma by the State's Department of Finance (37,300) divided by the City's record of the total number of dwelling units in existence on the same date (14,327). Figure 4-7 shows total population at "build-out." Experience in California has shown that "build-out" (every acre of land fully built upon to the maximum allowed by zoning) is unlikely. More likely, some 75% of the land might be utilized.

The build-out analysis shows that there is sufficient residential land to build a total of 11,167 new dwelling units between 1986 and 2005. Depending on whether that number is reached, or whether only 75% of that number is built (8,375), the resulting population at build-out will be between 60,000 and 67,000 persons.

Since the notion of build-out assumes a defined area and defined densities, the date when the build-out population is reached depends on the rate of growth. Assuming a rate of growth no greater than 500 dwelling units per year and a 100% build-out, build-out will be reached in 2008.

If, however, the available land is developed at only 75% of its capacity, it would take only 17 years, or until the year 2002, to use up the supply of land designated in the General Plan for residential use.

Figure 4-8 on the following page compares the results of build-out assumptions with population projections prepared in 1985 and based on corporate limits, historic rates of population increase, and projected regional immigration and economic growth. Barring changes in historic regional growth patterns, the Petaluma General Plan provides more than enough room for residential development, in terms of land designated for housing as well as in terms of the growth cap of 500 dwelling units per year.

	Petaluma Population based on Build-out	
	at 100%	at 75%
Population on 1/1/85 (DOF)	37,300	37,300
504 dwelling units x 2.6 ¹	1,310	1,310
Build-out population, Fig. 4-6	29,034	21,776
Total Population at "Build-out"	67,644	60,386

¹ This increment brings the population and dwelling unit count to 9-1-85, to coincide with the vacant land survey and analysis made by the City and consultants effective that date.

Figure 4-7: Potential Population at Build-out.

Source/Method	1980	1984	1986	1990	1995	2000	2005
County	33,834	36,435	N/A	41,700	N/A	53,500	58,700
City Planning Dept.	33,834	36,435	N/A	40,312	43,858	47,714	51,910
Build-out @ 500 DU/yr			38,610	43,810	50,310	56,810	63,310

Figure 4-8: Petaluma Population Projections, 1980 - 2005.

4.5 OBJECTIVES, POLICIES, AND PROGRAMS

Since its first General Plan in 1962, Petaluma has set as a goal to keep itself separate and distinct from nearby communities — to not permit this fine community to be swallowed up in boundless urban sprawl. Since the Environmental Design Plan of 1972, the City has defined an “urban limit line” to mark the outer edge of where urban development can occur during the time period of the Plan.

This General Plan’s urban limit line, a parcel-specific boundary, will carry on the quarter-century aim of discouraging urban sprawl by containing urban development during the planning period, 1986-2005.

The City plans to continue working with Sonoma County to maintain city-centered development to prevent small lot “rural residential” from intruding on agricultural lands. The City’s powers and policies on utility extension and annexation have supported and maintained the urban limit line, and have allowed the City to manage the rate, location, and type of growth. This Plan proposes the continuation of the successful practices of the past, and augments those practices where needed.

Petaluma’s land use objectives are grouped under four major headings: **Urban Limit Line and Permanent Open Space Frame** (the latter being the land outside of the urban limit line), **Urban Separator, Land Use, and Infrastructure**. Detailed explanations are provided for many of the policies and action programs.

URBAN LIMIT LINE AND PERMANENT OPEN SPACE FRAME

Objectives:

- (a) *Maintain well-defined boundaries at the edge of urban development.*
- (b) *Maintain a parcel-specific urban limit line for the time period of this General Plan (1986-2005).*

(c) *Control the rate, location, and type of growth; keep a growth management system.*

(d) *Promote the orderly and harmonious development of Petaluma and its surroundings.*

(e) *Decide the city’s ultimate size and population, and set boundaries.*

Policy 1: *Every effort shall be made to keep the visual separation that now exists between communities, outside the urban limit line.*

Policy 2: *The City shall continue to maintain the concept of a permanent open space frame around the city.*

Policy 3: *It is the policy of the City to build within an agreed-upon urban limit line.*

Policy 4: *The urban limit line for 2005 shall coincide with the line shown on the official General Plan Land Use Map.*

Policy 5: *It is the policy of the City to discourage urban sprawl.*

Policy 6: *Growth shall be contained within the boundaries of the urban limit line. The necessary infrastructure for growth will be provided within the urban limit line.*

Policy 7: *For properties adjoining the urban limit line, it is the intent of the City that projects developed in the City or requesting City services shall be of limited density (as shown on the General Plan Land Use Map), and shall be designed to preserve the visual and physical openness and preserve the aesthetic and natural features of that portion of the property proximate to the rural areas outside of the designated urban limit line.*

The effect of this policy is to cause a gradual and deliberate lessening of development intensity at the urban edge and within the urban limit line.

Policy 8: *The City shall work with Sonoma County to establish mutually reinforcing goals of city-centered development to prevent the intrusion of rural residential into agricultural lands which separate Petaluma from nearby communities and are historically important to Petaluma’s local economy.*

Policy 9: *The City shall strongly support regulatory measures to maintain Petaluma's separateness from other communities and to maintain its distinct character (which includes agricultural land use in the Petaluma Planning Referral Area).*

Policy 10: *The City shall encourage the County to actively promote agricultural use on lands beyond the urban separator to buttress the urban separator.*

Policy 11: *The City shall fully utilize its powers of utility extension and annexation to support its policy of maintaining an open space frame and to manage the rate, location, and type of growth.*

Program (1) *Maintain a time-certain and parcel-specific urban limit line around the city, beyond which urban development will not take place.*

The certainty of a parcel-specific urban limit line will reduce pressures for development beyond the urban limit line. The location of the limit line has been based on practical considerations such as the size of parcels and location of lot lines, the potential for extension of urban services (particularly sewer and water), and the geology and topography of the area.

Program (1.1) *Use the growth management system, design review, or other project review methods to assure that the density of new residential development gradually and logically lessens as it approaches the urban edge.*

Program (2) *Encourage the County to continue to promote agricultural land use and to strictly limit further residential infilling on lands beyond the urban limit line within the Petaluma Planning Referral Area.*

The County has adopted four specific plans for areas abutting Petaluma. In the West Petaluma area the County allows rural residential on 1.5-acre lots. This level of development may be too concentrated for septic tanks, and City water and sewer do not service most of the area. Since present County zoning is neither conducive to continuing agricultural use or to maintaining ground water quality, the City should encourage the County to plan and zone the area for larger lot sizes.

Program (3) *Institute a "Transfer of Development Rights" (TDR) program. (See box at right.)*

Program (4) *Continue to participate in the revision of Sonoma County's General Plan and Specific Plans for areas within Petaluma's Planning Referral Area.*

County cooperation and City-County coordination is essential to attain some City goals such as preservation of community character.

DEVELOPMENT RIGHTS. To own land means to own a "bundle of rights" including "development rights" (defined as the difference between the existing and allowable use of the parcel). Land preservation removes the development rights, for which there is market demand. The City can preserve specific lands by brokering sale of development rights (located in "sending" areas) to buyers who will use them in "receiving" areas to gain extra units. Sellers of the rights use the cash to maintain their agricultural use. Transactions are handled privately but recorded publicly.

Prices of TDRs are market driven and fluctuate with interest rates and the structure of the program. A feasibility study that addresses both market and structure is necessary to set the price of a development right.

It is possible for the sending areas to be in the county and for receiving areas to be located in the city. A joint powers authority would enable a cooperative venture between the County and the City. Receiving areas must be well sited, and infrastructure should be in place. The increased densities after TDR must be sufficiently high to be attractive to developers. Developers must be assured of the integrity of the process, so that if they pay for rights, they can count on being able to build to the promised higher densities.

Prohibitions on development in sending areas must be firm. In receiving areas, permitted density must be low enough to both allow for and encourage the use of TDRs to increase density. Regulations should be simple and easy to understand.

For TDRs to work in Petaluma, the City and County should establish a Joint Powers Authority. The County should identify the sending areas and restrict development on them. A TDR task force should be appointed to establish the structure; define the individual development right that may be bought and sold (in terms of densities at the sending and receiving ends); develop sales and recording procedures; map and zone sending and receiving areas; and provide information to land owners, developers, and real estate agents regarding the program ■

URBAN SEPARATOR

The "urban separator" is a visible band of open space at the edge of allowable urban development. It is continuous on the East Side of the City, is intermittent on the West, and its outer perimeter adjoins the urban limit line. The urban separator (formerly called the "greenbelt") was established

with the first Environmental Design Plan (1972-1977). It provides an edge that buffers farmland from urban land and *vice versa*, serves as a recreational area, and acts as a key component of the City's open space system. It prevents urban development from extending unchecked into surrounding open space, since private development cannot take place within the separator.

Objectives:

(f) *Continue to maintain the principle of an urban separator.*

(g) *Maintain a standard width for the urban separator at a maximum of 300 feet except in those areas where it may be variable or is already established at more than 300 feet.*

(h) *Continue to extend the urban separator whenever and wherever possible.*

(i) *Continue to require dedication of open space lands in the urban separator as a condition of (a) development within City limits, (b) annexation to the City, or (c) extension of City service.*

Policy 12: *The urban separator shall continue to serve its function as a continuous chain of open space on the East Side, while being intermittent on the West Side.*

Policy 13: *On residentially designated properties, the urban separator shall function as an overlay, the intent of which is to provide property owners with the opportunity to transfer the development potential of land designated as urban separator to another portion of the same site.*

In carrying out this policy, the City intends that the density resulting from the transfer will not exceed the mapped density permitted by the residential land use designation on the portion of the property adjoining the urban separator. Also, the transferable density for any given site may be less than the maximum if the City determines that the land is incapable of accommodating the maximum density because of slope, geologic hazard, or other environmental factors.

Policy 14: *The City shall extend the length of the urban separator where feasible, at a maximum width of 300 feet.*

Policy 15: *Where applied, the urban separator designation shall follow property lines. The outermost edge of the separator shall coincide with the urban limit line. On properties where there is no urban separator, the urban limit line shall coincide with the outermost edge of urban density designations as shown on the General Plan Land Use Map.*

Policy 16: *The urban separator designation shall not apply to properties which develop in the County under the regulations of the Sonoma County General Plan and*

Zoning Code (i.e., those properties within the urban limit line, but outside the City Limits.)

Policy 17: *The City shall establish public scenic or overlook areas in appropriate locations within the urban separator in concert with project design.*

Policy 18: *Details of public access pathways along the entire length of the urban separator shall be established during the development review process, in concert with project design.*

Policy 19: *On specific parcels on the West Side, the urban separator may vary in width up to 300 feet. The General Plan Land Use map shows a wavy edge on the inside of the urban separator to designate those properties where the width of the separator will vary. Where the urban separator is designated as being of variable width, the City will work with developers to establish the width in concert with the project design.*

Program (5) *Use all feasible measures to acquire and protect the urban separator.*

Program (6) *Require owners of lands with the urban separator designation to fulfill the requirements of that designation as a condition of approval of any of the following: annexation to the City, extension of City water or sewer, or development within City limits.*

Program (7) *Adopt an open space preservation program that would acquire rights to open space outside of the urban separator and/or beyond the urban limit line.*

Land that serves as open space, such as agricultural land, can be preserved without the City purchasing full title to the land. Some land is preserved this way by the Sonoma Land Trust and the State Department of Fish and Game. The Sonoma Land Trust purchases either conservation easements or fee title, both with leaseback to the farmer, in order to keep land in agriculture. The City should encourage the Land Trust to continue purchasing conservation easements and lands, and should help the Trust to establish a priority system for critical lands. The Department of Fish and Game should be encouraged to continue purchasing land in the Petaluma marsh.

The City can also preserve open space through its wastewater management program for agricultural lands, and through "purchase of development rights" (PDR) or "transfer of development rights" (or credits) programs. PDR allows a farmer to voluntarily enter into a contract to sell the development rights to the farm in exchange for cash. The development rights are purchased by and conveyed to a County agency or non-profit organization (such as the Sonoma Land Trust) to be held in perpetuity. The total market value of the farm is decreased by the amount of the PDR sale (resulting in tax benefits to the farmer in a manner similar to the way Williamson Act contracts operate). PDR needs firm agricultural zoning and should be used in conjunction with Williamson Act contracts and transfer of development rights (TDR) programs. (See box, page 31.)

Program (8) *The City recommends to the County that it not permit increases in zoning density in the area northwest of Petaluma.*

LAND USE

Objectives:

(j) *Promote architectural and socio-economic diversity within residential areas.*

(k) *Establish a realistic ratio between East Side and West Side growth.*

Policy 20: *The City's growth management system shall be updated and revised from time-to-time.*

Policy 21: *The City does not guarantee that any individual project will be able to achieve the maximum densities shown on the Land Use Map.*

Policy 22: *Those parcels that are undevelopable (e.g., floodways) shall continue to be identified and so designated on the City's plans.*

Policy 23: *Convenience shopping in proximity to residential shall be encouraged.*

Policy 24: *Minimize the impacts of future airport development on nearby residential areas.*

Policy 25: *Future land use in the airport area is to be compatible with airport use. Specifically:*

- *Land uses shall be consistent with the Airport Land Use Plan including but not limited to prohibition of structures from clear zones, control of structures relative to structure height and coverage, conformity of employee density, and insulation from noises as required.*
- *The Petaluma General Plan supports the policies and standards of the Sonoma County Airport Land Use Policy Plan including noise, airspace, safety, and referral area policies.*
- *Smoke sources or electronic emissions should be avoided.*
- *Selected development applications for projects within the horizontal and conical zones, and development applications for all projects in the area designated as the Primary Referral Area Boundary, shall be referred to the Airport Land Use Commission of Sonoma County, to the City's Airport Advisory Commission, and to the California Department of Transportation, Division of Aeronautics, for review and comment.*
- *The figure titled "Airport Land Use Safety Compatibility Criteria" is included in the Technical Appendix.*
- *The figure titled "Airport Land Use Noise Compatibility Criteria" is included in the Technical Appendix.*
- *The figure titled "Airport Land Use Commission Referral Area" is included on the "Development Constraints Map."*

Policy 26: *The Petaluma Planning Referral Area is based on and will continue to include the Petaluma River watershed.*

Policy 27: *The City shall cooperate with the state park system to enhance the Petaluma Adobe State Historic Park area and whenever possible to implement the Petaluma Adobe State Historic Park General Plan.*

Program (9) *The growth management system will adhere to a specified maximum annual growth rate of 500 units per year. (See the section on "Growth Management" in Housing, Chapter 9, page 86.)*

Program (10) *Simplify and revise the growth management system to make it more objective and workable.*

Program (11) *Designate as undevelopable, and map those specific areas where topographic, geologic, and/or surficial soil conditions indicate a significant danger to future occupants.*

(Program number 12 is reserved for future use.)

Program (13) *Zone for convenience shopping in proximity to residential.*

Include neighborhood-serving convenience shopping within large and otherwise homogeneous residential areas in order to reduce the distance residents must travel to shop. The City cannot provide the shopping center or the stores, but it can designate areas on the land use map to be developed for neighborhood-serving commercial as residential areas expand.

Program (14) *Advise other agencies of Petaluma's desire for information and involvement with respect to development proposals or environmental information within the Petaluma Planning Referral Area.*

Program (15) *Work with the County to promote Petaluma's growth management objectives within the Petaluma Planning Referral Area.*

Both the City and the County want city-centered development. The City should seek larger minimum allowable lot sizes for individual dwelling units in the unincorporated areas surrounding Petaluma.

Program (16) *Identify and map those areas that are difficult to develop, and reduce densities in those specific areas where topography, elevation, and/or soils indicate technical complexity or substantially higher development costs.*

INFRASTRUCTURE

Objectives:

- (l) *Ensure clean air and water.*
- (m) *Ensure that the water and sewer systems keep pace with growth.*
- (n) *Plan long-range for needed roads and infrastructure.*

Policy 28: *The City shall support residential development only in those areas where adequate City facilities are available or will be provided with development.*

Policy 29: *The City shall maintain development fees at a sufficient level to finance infrastructure costs.*

Program (17) *Continue to apply for State and Federal funds needed for improvements to infrastructure, and continue to explore other financing mechanisms (e.g., bond financing, assessment districts) as well.*

Program (18) *Develop a 5-year capital improvements program (CIP) for public facilities and utilities; pre-plan and require major infrastructure concurrent with development.*

4.6 LAND USE MAP

Petaluma's Land Use Map for the year 2005 — more than just showing proposed land uses and streets — shows the City's intentions for the development, redevelopment (public and private), growth, and preservation of public and private properties within the Petaluma City limits and for unincorporated areas east to Old Adobe Road, north to Pepper Road, west to Helen Putnam Regional Park, and south to Brown Lane and Schultz Slough.

The land uses adopted in this Plan echo existing patterns. This is because the major land use and roadway decisions have already been made, beginning with the selection of the northernmost navigable reach of the Petaluma River as the location of the city's Central Business District 125 years ago. *E.g.*, the location of D Street, the freeway, Adobe Road, McDowell Boulevard, Washington Square and the Plaza shopping centers have long been set. As a result, only a few notable land use changes have been made to the General Plan Land Use Map as it existed in 1986.

4.7 DEFINITIONS OF LAND USE CATEGORIES

Listed below are the land use categories and boundaries that appear on the Land Use Map, along with their definitions. For residential uses, the densities shown are maximums, and there is no guarantee that any individual project will be able to achieve maximum densities. For the commercial and industrial categories, the specific uses mentioned are illustrative only.

Rural Residential: up to 0.5 dwelling units per acre (du/ac.) (*i.e.*, one dwelling unit per two acres). Very low intensity residential development that may not need all urban services (for example, city sewer service).

Suburban Residential: up to 2.0 du/ac. This designation is applied to West Side lands away from the urban core and toward the urban separator. Lot sizes will depend on topography and surrounding land uses.

Urban Standard: up to 5.0 du/ac. This is Petaluma's prototypical land use and density. It is the density found in tract developments of single-family homes.

Urban Diversified: up to 10.0 du/ac. This designation invites flexibility in site design and unit type. Single-family homes, duplexes, and multi-family units are permitted.

Urban High: up to 15.0 du/ac. This designation is intended primarily for multi-family dwellings, *i.e.*, for three or more dwelling units on the same site and which may be in the same building or in separate buildings. The permitted number of housing units will vary, depending on topography, environmental aspects of the area, existing or nearby land use, proximity to major streets and public transit, and distance to shopping and parks. Higher densities (to 20 units per acre) will be allowed where measurable community benefit is to be derived, where infrastructure, services, and facilities are available to serve the increased density, and where the effects of the increased density will be compatible with the major goals of the General Plan. The *Urban High* designation on the McDowell Boulevard property to the north of the Plaza Shopping Center is specifically designated for elderly housing (age 62 or older).

Community Commercial: Larger shopping centers and the city's central shopping district that have a variety and depth of goods and services usually not available in neighborhood shopping areas. Community commercial areas shown on the Land Use Map are the downtown, and the Plaza, Plaza North, and Washington Square shopping centers.

Thoroughfare Commercial: Facilities that provide city-wide and regional services and that rely on customers making trips by car and do not necessarily benefit from being located in high-volume pedestrian areas such as shopping centers and downtown. In almost all cases, these businesses require good auto access and service drives so that customers can safely and conveniently load and unload without impeding traffic. Thoroughfare commercial areas shown on the Land Use Map are the northeast and southwest quadrants of the Old Redwood Highway/U.S. 101 Interchange; the Boulevard Bowl on Petaluma Boulevard South; and on both sides of and along East Washington Street, Petaluma Boulevard North, and Lakeville Street. This category recognizes existing commercial strips along East Washington, Petaluma Boulevard, and Lakeville Street, but is not intended to foster the development of new or intensified commercial strips.

Retail Center: Includes shopping centers with off-street parking, or a cluster of street-front stores that serve the immediate neighborhood. Existing retail centers shown on the Land Use Map are Arroyo Center at the southwest corner of McDowell Boulevard and Casa Grande Road, Country West shopping center at the southeast corner of McDowell Boulevard North and Old Redwood Highway, the Hagstrom Center on Douglas, and Town and Country Center at the northeast corner of West Payran Street and Petaluma Boulevard North. Other sites will be designated within the Corona-Ely Specific Plan area.

Office: Includes primarily general business offices and medical and professional offices. Office areas shown on the map are around Petaluma Valley Hospital on Maria Drive, Professional Drive, and Lynch Creek Way; north of Maria Drive east of the Washington Square shopping center; along North McDowell Boulevard north of Sunrise Parkway; and downtown.

Special Commercial: This designation is intended to complement the city's existing retail base, and to produce sales tax revenue. Special Commercial areas provide sites for creative, well-designed,

master-planned commercial facilities that add significantly to the City's tax base by capturing local dollars that now go elsewhere. Four areas have received this designation: (1) East of Highway 101, along the north side of Redwood Highway; (2) Between Highway 101 and McDowell Boulevard North on the south side of Old Redwood Highway; (3) West of Highway 101, north of Redwood Highway (the former drive-in movie site); and (4) The west side of Highway 101 north of Corona Road (*for auto dealerships only*).

Industrial: These areas are often classified by zoning as "light" and "heavy," to distinguish between the degree of noise, truck traffic, and outdoor storage associated with general business services and the extractive, manufacturing, processing, repairing, or packaging activities of "heavy" industries; and the less intensive research and development, warehousing, and limited manufacturing activities associated with "light" industry. Neither the General Plan nor the Land Use Map distinguishes between "light" and "heavy." Those areas shown on the map as industrial are along both sides of McDowell Boulevard north of Corona Road; between McDowell Boulevard and Highway 101, north of Rainier Avenue to the mobile home park; on the west side of the Petaluma River between "D" Street and Mountain View Avenue; on the west side of Lakeville Highway south of Petroleum Avenue and north of Highway 101; between Petaluma Boulevard and Highway 101, from Old Redwood Highway south to Corona Road; between Highway 101, Caulfield, Lakeville, and the Fairgrounds; and on Petaluma Boulevard South from McNear Hill to the Highway 101 interchange. The existing quarry on Petaluma Boulevard South is also shown as industrial, with the **MR** (Mineral Resource) label applied to delineate further its use and importance as a resource.

Special Industrial/Office Park: This designation is intended for well-designed, master-planned, campus-type developments for employers who will contribute significantly to the City's objective of increasing employment densities. Locations for special industrial/office park are shown south of Rainier extended, between McDowell Boulevard and Highway 101; and between Highway 101 and the Petaluma River, south of Corona Road to the NWPRR.

Transit Terminal: A station for the regional transitway proposed along the NWPRR right-of-way, or a proposed park-and-ride facility.

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Open Space: Any parcel or area of land or water which is essentially unimproved and is devoted to the preservation of natural resources, the managed production of resources, outdoor recreation, or public health and safety. Areas designated for open space on the Land Use Map include strips centered along parts of Corona, Capri, Lynch, Washington, East Washington, Adobe, and Thompson Creeks, to underscore the City's desire to maintain these creeks in a natural state; marshlands on the east side of the river, between the proposed marina and the proposed new park on the dredge spoils site; and private open space in some residential developments (*e.g.*, Morningstar).

Public Parks: Open space lands whose primary purpose is recreation. The Land Use Map shows existing and proposed City park sites as well as Helen Putnam Park (the County park located between "D" Street and Western Avenue) and the Petaluma Adobe State Monument at Casa Grande Road and Old Adobe Road.

School District Lands: Properties owned by public school districts. Letters are used on the Map to designate grade levels. **E** = elementary, including kindergarten through grade 5. **S** = secondary, including grades 6 through 12.

Public and Institutional: Includes public utility substations; and institutional, academic, governmental, and community service uses and lands. Examples are the County library, fairgrounds, the historical museum, the civic center, police and fire stations, the new site for Santa Rosa Junior College on the east side of Ely Boulevard, private and parochial schools, churches, and cemeteries. This designation also includes hospitals, convalescent hospitals, and nursing homes.

Gateway: Public and private property (marked by the letter **G** on the Map) to show important entries into Petaluma. It is intended that extraordinary treatment of these gateways (*e.g.*, through signs and landscaping) will provide tourist information and/or impart a sense of entry into the community.

Mixed Use: Any combination of commercial, office, and residential uses. The intent of *Mixed Use* is to allow housing along with commercial uses including but not limited to retail commercial, offices, and restaurants. Along Petaluma Boulevard North and the west side of Petaluma Boulevard South, the intent is to allow uses that will not contribute to furthering the creation of a commercial strip (*i.e.*, fast food, convenience markets, and other businesses that rely on high volumes of auto

traffic). A property with the *Mixed Use* designation does not have to include residential. *Mixed Use* is proposed for both sides of Petaluma Boulevard, from East Washington to Payran; for the west side of Petaluma Blvd. South, south of "E" Street; for the El Rose/B Street/Hayes Avenue area; for the Train Yard; for the Bodega Avenue/Baker Street area; and for the proposed marina.

Agriculture: Lands that are actively and primarily used for the production of food and fiber. All lands outside of the urban limit line are designated on the Land Use Map as *agriculture* irrespective of their size or actual use.

Urban Separator: A visible band of open space that marks the edge of allowable urban development. It is continuous on the East Side, intermittent on the West Side, and runs adjacent to the urban limit line for most of its length. The urban separator provides an edge that buffers farmland from urban land. It can serve as a recreation area and as a key component of the City's open space system. An important feature of the *urban separator* is the transferability of density from that portion of a property designated as *urban separator* to the residentially-designated portion of the same property. (See Policy 13 on page 32.)

Golf Course: This designation appears on the Land Use Map on the urban separator and on residentially-designated properties between Casa Grande Road and Frates Road, east of Ely Boulevard, as an expression of the City's intent that a golf course be built in conjunction with residential development in that location. The land use designation grows out of the City Council's adoption of Resolution 85-8 N.C.S., January 7, 1985 (which amended the previous General Plan to permit a golf course/residential development in that area) and the subsequent adoption of Resolution 85-8 N.C.S. as part of this General Plan, by reference. A copy of the resolution is included in the Technical Appendix.

Specific Plan Area: Specific Plans are master plans for specific areas of the city. They are guided by and must conform to the General Plan, but their scale permits a detailed level of examination and planning not possible in a general plan. Specific Plans are most appropriate where major new development or redevelopment is envisioned. The following areas are recommended for Specific Plans: Both sides of Ely Road, south of Corona, as far south as Capri Creek on the west side of Ely, and as far south as Washington Creek on the east side of Ely; Petaluma Boulevard North, from Shasta

Avenue to Stony Point Road; Downtown; Petaluma Boulevard South, from the city limits south; and from Frates Road to the urban limit line.

Urban Limit Line: A parcel-specific boundary located to mark the outer edge of where urban development can occur. It has as its aim discouraging urban sprawl by containing urban development during the planning period, 1986-2005.

Floodway: The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the "base flood" without cumulatively increasing the water surface elevation more than one foot, as defined by the U. S. Army Corps of Engineers. The Development Constraints Map also shows **Flood Plains** — areas subject to inundation in a 100-year storm. While development in the floodway is extremely limited, some development can occur in the flood plain, subject to requirements of the zoning ordinance.

Fig. 4-9: Guide to Land Use and Growth Goals, Objectives, Policies, Programs, and Implementation.

Goal 1: Maintain Petaluma as separate and distinct from nearby communities

Objective	Policy	Program	Body Responsible for Implementation ¹					
			CC	CM	PD	PW	PR	PC
Urban Limit Line and Permanent Open Space Frame								
a,b	3,4,5,6	1	.		.			
c,d	1,7,11	1.1	.		.			.
d	1,2,8,9	2	.	.				
c,d	2,5,8,9	3	.		.			
d,e	8,10	4	.	.	.			.
Urban Separator								
f,g,h,i	13,14,15	5	.		.			
h,i	13,19	6	.		.			.
f,h	16	7		.	.			
f,h	16	8	.	.				
Land Use								
c,e,k	20	9	.		.			
j,k	20	10	.		.			
d	21,22,24	11			.			
d	23	13	.		.			.
d	26	14	.	.	.			.
k	9,10,26	15		.	.			
d	21,22	16			.			
Infrastructure								
l, m, n	28, 29	17		.		.		
l, m, n	28, 29	18	.	.	.	.	.

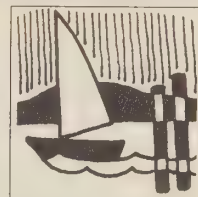
Notes:¹ CC: City Council CM: City Manager PD: Planning Department PW: Public Works
 Department PR: Parks & Recreation Commission PC: Planning Commission



Downtown Petaluma looking southwest from the "turning basin" on the Petaluma River. Key map at the left points out some of the major buildings and streets. The "D" Street Bridge is at the very lower left corner of the photo. In the lower right corner, East Washington Street passes the Golden Eagle Shopping Center and crosses the river, intersecting with Petaluma Boulevard at the right hand edge of the photo. From the basin, Western Avenue leads diagonally up and to the right, past St. Vincent's Church, City Hall, and the California Cooperative Creamery south (left) of the street. The two streets running up the hill and to the top of the photo on either side of City Hall are, left to right, Basset and English Streets. "C" and "B" Streets run from the turning basin diagonally up to the left. Petaluma High School can be seen in the upper left.

1986 PHOTO COURTESY ROBERT CAMPBELL PHOTOGRAPHY, PETALUMA.

5. THE RIVER



5.1 THE RIVER AND ITS FUNCTIONS

The significance of the Petaluma River lies in its roles as a natural habitat, a carrier of flood waters, a centerpiece of urban identity and local history, a recreation resource, and a waterway of potential beauty. The City installed 480 feet of new docks along the turning basin in the summer of 1985; and a new marina is proposed on the east bank just south of the Highway 101 overpass, replacing Shollenberger Park.

Over the years, industrial and agricultural wastes, septic systems that discharge into the river, debris, and sediment carried from eroded creeks have changed the river as a habitat. The river is a prominent visual resource that can continue to add to the city's identity, and the goals of this chapter direct the City toward realizing that vast potential.

Goal 1. Develop recreational and cultural opportunities along the Petaluma River in a manner sensitive to the environment.

Goal 2. Preserve and protect the Petaluma River and streams in their natural state as open spaces, natural resources and habitats.

Goal 3. Maintain the Petaluma river as a navigable river to the head of navigation.



A motorized scow passes under the "D" Street bridge.

5.2 RECLAIMING THE RIVER

These three goals are compatible and mutually reinforcing. Several industries still use and rely on the river. Thus, making the river attractive for recreation will involve improving the water quality, stabilizing and upgrading the banks, changing land uses that degrade the river, and managing the Petaluma River watershed. It will also require that recreational uses be sensitive to the environment. The city's entire riverfront area should be planned to coordinate programs and ensure that development is compatible with the environment.

The river's water quality can be improved by eliminating septic system discharge into the river by monitoring the problem and requiring replacement of the offending units or connections to the sewer. Sewer extensions should be paid for by the beneficiaries. Septic systems should be removed altogether from land in the flood plain. The City should not sanction any development that would rely on septic systems where there is a chance of discharge entering the river or its tributaries.

Flooding is discussed in Chapter 6, under Conservation, and Chapter 11, Community Health and Safety. Management of natural resources in the Petaluma River Watershed and Drainage Basin is also discussed in Chapter 6, under Conservation ■

Bank restoration includes keeping the riverbanks natural, landscaping the banks with appropriate vegetation, cleaning up debris and trash, requiring a setback for development or redevelopment along the riverfront, and controlling flood waters that erode the banks.

A river marsh restoration project began in 1986. Fifteen acres at the mouth of the Petaluma River which have been diked and divided by levees are being restored to salt marsh by the California Coastal Conservancy as a pilot program.



Aerial view of the turning basin. To its left is the Golden Eagle Shopping Center. East Washington Street runs across the photo from left to upper right, and Petaluma Boulevard from left to lower right. "D" Street cuts diagonally across the lower right corner of the photo and bridges the river. Downtown Petaluma can be seen in the lower left, and the Dairymen's Mill elevators in the upper left.

5.3 RECLAIMING THE WATERFRONT

It takes more than providing shopping opportunities to make a downtown "work." Recreational and cultural activities are needed, too. The turning basin can be a lively complement to downtown activity. A riverfront park with an outdoor music shell or other activity can link the river and downtown.

Opportunities to see and have access to the river should be increased. As redevelopment and new development occur, setbacks should be required for bank stabilization and landscaping and, eventually, for bicycle and pedestrian routes.

Buildings on the river should face both the river and the street. River orientation will increase recreational value

because there will be an interesting view from the river. Patrons of the Golden Eagle Shopping Center, for example, and the waterfront area west of the river, could circulate between both areas if a pedestrian bridge were constructed. The enhanced setting and the additional foot traffic would increase the commercial value of these buildings. Restoration and reorientation of buildings with river frontage will make a major contribution to maintaining the city's unique character.

The riverfront is open in some areas, and water-oriented activity should be encouraged. On its west side, the river bank slopes down from Petaluma Boulevard North. Development here should also "step down" the slope in order to avoid a massive feeling and to provide views from decks and balconies. The intent is to not block river views. The sites between Washington and Lakeville can accommodate mixed commercial-residential use with river orientation.



McNear Hill on the west bank of the river is the site of a 198-unit housing development.



These Mill Valley homes take advantage of the tidal waters of Richardson Bay, yet have avoided potential flooding.

5.4 OBJECTIVES, POLICIES AND PROGRAMS

Objectives:

- (a) Insure public access to the Petaluma River along the full length of the river in Petaluma, where feasible.*
- (b) Encourage the location of water-oriented, recreational opportunities, such as the marina and canoe rental facilities in sections of the river that are not sensitive wildlife habitats.*
- (c) Create a riverfront route for pedestrians and bicyclists on both sides of the river, at the river's edge for its full length in Petaluma, where feasible.*
- (d) Provide safe pedestrian and bicycle bridges across the river.*
- (e) Strengthen and broaden the relationship between the river and downtown.*
- (f) Develop a riverfront park and cultural facilities (e.g., a music shell adjacent to the river) in downtown Petaluma.*
- (g) Open up views of the river.*
- (h) Improve the quality of the water in the Petaluma River.*

- (i) Preserve and protect the Petaluma River as open space, resource and habitat.*
- (j) Protect and preserve streams and the river in their natural state.*

Policy 1: *As development and redevelopment occur, the City shall require public access to the Petaluma River from the nearest public street and walkways. "Development" includes the subdivision of land.*

Policy 2: *The City shall enhance the Petaluma River and its banks as a scenic resource consistent with water-oriented recreation.*

Policy 3: *The City will designate and map specific areas along the river to be redeveloped for public enjoyment and private use.*

Policy 4: *Pedestrian and bicycle paths shall be established along and across the river and along major streams.*

Policy 5: *The City shall encourage cooperation among those agencies that have jurisdiction over, or interest in, reviewing development along the river.*

Policy 6: *The City shall work with the Petaluma Parks, Recreation, and Music Commission, the Chamber of Commerce, local school districts, and the Sonoma County Convention and Tourism Bureau to identify and define the need for an outdoor cultural facility with a downtown riverfront location.*

Policy 7: *Appropriate efforts shall be made to expose the river to public view.*

Policy 8: *New development or redevelopment with river frontage shall face both the river and the street on which it is located.*

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Policy 9: *The City shall pursue the cleanup and beautification of the river and its banks.*

Policy 10: *The City shall reduce the need for dredging the river by requiring mitigation of land use and development practices which add sediment.*

Program (1) *Require dedication of an easement for public access to the river for all new development or redevelopment between Petaluma Boulevard (or First Street) and the river on its west side, and between the nearest public street and the river on its east side.*

Program (2) *Request the State Lands Commission, the Department of Fish and Game, the Sonoma County Water Agency, and any other agencies having jurisdiction over or interest in development along the Petaluma River to review major site expansions, redevelopment projects, or subdivisions of land along the river.*

Program (3) *Design the bike path along the Petaluma River to address the security of bicyclists and property owners.*

Program (4) *Develop public parks adjacent to the Petaluma River.*

Program (5) *Develop a marina on the river.*

The City and the County have agreed to allow development of Shollenberger Park (which was originally deeded to the City for public park) as a marina, in exchange for development of a new riverfront park at the foot of Cader Lane.

Program (6) *Facilitate the development of water-oriented recreation.*

The City will identify acceptable water-oriented, commercial recreation uses that are compatible with the environment and will assist applicants with the permit procedures required by other governmental entities.

Program (7) *Acquire land for, and design a riverfront park downtown. Develop an outdoor music or cultural facility at or near the turning basin.*

The City will investigate the uses of and demand for an outdoor cultural facility, including soliciting comments from the community on the desire for such a project and suggestions for locations.



A variety of craft moor in the turning basin, seen here from the Golden Eagle Shopping Center.

Program (8) *Develop a "River Walk" project.*

A "River Walk" project was designed in 1985 by consultants under contract to the City.

Program (9) *Provide a parking area and trails, between the freeway and the river, in conjunction with the proposed Rainier overcrossing.*

The proposed Rainier Avenue overcrossing offers an opportunity for the City to combine several planning objectives into one capital improvement project. The Highway 101 overcrossing is needed by bikes as well as by cars. The land between the freeway and the river is a good place to park cars and enter the bike system.

Program (10) *Establish a Citizens' Advisory Committee for the river.*

The advisory committee or sub-committee would be responsible for working with City staff to prepare a comprehensive plan for the river, including the locations of parks, pathways, and visitor amenities. The committee would select desirable recreation opportunities and seek providers. The committee could coordinate volunteer work for clean-up of the river banks.

Program (11) *Amend the zoning ordinance to require that new or redeveloped property, with no structures between it and the river, orient both toward the river and the major street on which it is located.*

The purpose is to enhance views and ambience for pedestrians and boaters. Buildings that face the river's pedestrian/bicycle route will improve the appearance of the area and enliven retail activity. This long-term process should begin immediately.

Program (12) *Prepare a comprehensive plan for the Petaluma River that addresses water quality, public access, habitat preservation, development review procedures, flooding, and riverfront bike and pedestrian routes.*

Program (13) *Adopt a program to clean up the Petaluma River and adjacent lands.*

Program (14) *Apply for funds to clean up and stabilize the river bank.*

Funds may be available through the California Urban Streams Restoration Program offered through the California Department of Water Resources.



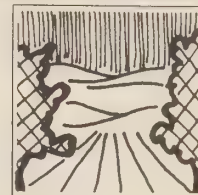
This Richardson Bay example shows how Program 11 could work to orient commercial buildings to the Petaluma River, with a bike path between the buildings and the river bank.

Figure 5-1: Guide to River Goals, Objectives, Policies, Programs, and Implementation

Objective	Policy	Program	Body Responsible for Implementation ¹							
			CC	CM	PD	PW	PR	PC	EDC	PCDC
Goal 1: Develop recreation and cultural opportunities along the river.										
a	1	1	•		•					
e	5	2			•			•		
c,d	4	3			•			•		
a,c,f	3	4			•			•		
b	2	5		•	•					
b	2	6			•					
f	6	7			•			•		•
a,e	1, 7, 8	8	•		•			•		
c,d	3,4	9				•		•		
Goals 2 & 3: Preserve and protect the Petaluma River; keep it navigable.										
b,g	2,7	10	•							
e,g	2,7,8	11			•					
a,c,d,h,i	1, 3, 4, 9,10	12	•		•					
h,i,j	9,10	13		•		•				
i,j	9,10	14		•						

Notes:¹ CC: City Council CM: City Manager PD: Planning Department PW: Public Works Dept.
PR: Parks & Rec. Comm. PC: Planning Comm. EDC: Economic Development Commission

6. OPEN SPACE, CONSERVATION, AND ENERGY



How to preserve and conserve natural resources is the subject of this chapter. Visual resources, including the relation of open to developed space, are addressed in Sections 6.1 and 6.2, below. Management of resources necessary for the continuation of human, plant, and animal life, including their continued productivity, is the focus of Section 6.3, Conservation, and 6.4. Efficient use of energy is discussed in Section 6.5.

6.1 OPEN SPACE

State Government Code Section 65560 defines *open space land* as “any parcel or area of land or water which is essentially unimproved and devoted to an open space use for the purposes of: (1) preservation of natural resources; (2) managed production of resources; (3) outdoor recreation; and (4) public health and safety.” This Plan proposes a network of open spaces to provide relief from urbanization, access to natural areas, and the ability to travel along open space corridors to reach destinations throughout the city. The network is created by fitting together components in a continuous series so that even if all the open spaces do not physically touch, they bear a positive and direct relation to each other.

The City has four open space goals:

Goal 1. Create an open space system in Petaluma adequate to serve the needs of the community.

Goal 2. Preserve key scenic corridors and protect the visual beauty of the roadsides.

Goal 3. Preserve existing open space lands outside of Petaluma but within Petaluma’s Planning Referral Area.

Goal 4. Preserve and protect agricultural use on lands surrounding Petaluma in the Petaluma Planning Referral Area.

City parks are discussed in Chapter 7, and the Petaluma River is covered in Chapter 5 ■

6.2 OBJECTIVES, POLICIES AND PROGRAMS

OPEN SPACE AROUND PETALUMA

Much of the open space surrounding Petaluma is essential to grazing, agriculture, and the dairy industry, and thus important to the local and regional economy. Other open lands beyond the city limits provide valuable recreation opportunities (Putnam Park, Adobe State Park, and the Petaluma River); watershed lands critical to drinking water quality and maintaining the Petaluma Marsh; and wildlife habitat.

These surrounding open spaces — part of a larger, county-wide system that separates Petaluma from neighboring cities — provide much of the city’s unique character and identity.

Objectives:

(a) *Link open space to activity centers, other open space, and scenic routes to help define urban form (the physical and aesthetic appearance of the city) and beautify the city.*

(b) *Use open space to protect and enhance the unique character and identity of the city, and provide for outdoor recreation.*

The Petaluma River, and the creeks that serve it, connect to the urban separator. The urban separator bounds and shapes the urban area, and begins the open space frame that surrounds the city.

Policy 1: *The City shall utilize waterways and waterway buffers (setbacks) to connect open space and activity centers.*

Policy 2: *The City will make every effort to create an integrated system of urban open space, streams, and parks.*

Policy 3: *The City shall permit limited recreational use in designated floodway areas along the Petaluma River where the City has acquired land or an easement, as long as the recreational uses do not interfere with the flood handling capacity of the river.*

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Policy 4: *Wherever feasible, the City shall use the urban separator to connect open space lands.*

Program (1) *Link the golf course site on the East Side, the Petaluma Adobe State Historic Park, and the urban separator to buffer the Old Adobe from the airport as well as to connect open spaces.*

Program (2) *Connect open spaces and activity centers with scenic and bicycle routes.*

City parks can be linked to the open space system visually through tree-lined streets and functionally via bicycle routes. Some parks are already situated on waterways — Lucchesi Park on Lynch Creek, Cavanagh Landing on the Petaluma River, and Sunrise Park on Capri Creek.

Program (3) *Work with PG&E to use and enhance existing utility corridors to link open space lands with activity centers.*

Some utility easements beneath PG&E transmission lines provide an opportunity for pedestrian/bicycle routes, jogging, and par course exercise areas. They are particularly valuable because they are off-street and extend through developed areas where it is difficult to regain open space.

Program (3.1) *Work with PG&E to develop standards for integrating new utility easements into the open space network.*

Program (4) *Utilize abandoned railroad rights-of-way to link open space lands and activity centers.*

OPEN SPACE INVENTORY. The Technical Appendix contains an inventory of open space in Petaluma's Planning Referral Area. It classifies each open space according to its function; identifies its location; and indicates who has jurisdiction over each open space ■



Open space at the urban limit line.

SCENIC ROUTES. The following are routes outside the urban limit line but within the Petaluma Planning Referral Area that were designated as scenic roadways in previously adopted County specific plans and in the City's General Plan. The intent is that the City will apply scenic route policies and programs, through the County project referral process, to those routes listed below :

- 1) Bodega Avenue;
- 2) Chileno Valley Road;
- 3) "D" Street;
- 4) Hardin Lane;
- 5) "I" Street;
- 6) Lakeville Highway;
- 7) Liberty Road;
- 8) Lynch Road;
- 9) Middle Two Rock Road;
- 10) Old Adobe Road;
- 11) Old Redwood Highway;
- 12) Pepper Road;
- 13) Petaluma Hill Road;
- 14) Sonoma Mountain Road;
- 15) Spring Hill Road
- 16) Stage Gulch Road;
- 17) Stony Point Road;
- 18) U.S. 101, over Meacham Hill and south of Petaluma; and
- 19) Western Avenue ■

SCENIC ROUTES

The Sonoma Mountains, the Petaluma River Valley, and the rural areas surrounding Petaluma provide exceptional views worth preserving. They contribute to the quality of life for residents and to the city's tourism potential.

Most people experience the beautiful scenery from roadways. These roads and the scenic assets seen from them can be protected by designating scenic routes and adopting guidelines to preserve them. Policies 5 through 10 and programs 5 through 12 address the subject.

Objectives:

(c) Protect and enhance scenic routes to historic areas and major recreation areas, and establish scenic trails and paths along waterways.

(d) Seek State and County protection and enhancement of scenic routes.

Policy 5: *The City shall continue to identify and evaluate scenic routes in Petaluma and non-vehicular routes in the urban separator.*

Policy 6: *Scenic routes shall be a part of an interconnected network that includes roads, trails and pathways.*

Policy 7: *To the extent possible, scenic routes on designated roadways should be coordinated with bicycle routes, providing wayside stops for the use of bicyclists and drivers both.*

Policy 8: *Roads that provide access to cultural points of interest or to major recreation areas should be designated as scenic routes.*

Scenic routes can be maintained by regulating development on the surrounding properties and ensuring that scenic views from the road are preserved. Zoning, acquiring easements, requiring specific landscaping, and cleaning up roadsides will protect the views. Policies 9 and 10, and programs 6 through 12, address these issues.

Policy 9: *The City shall seek feasible means to protect the scenic and aesthetic value of all routes it designates as scenic. The following criteria will be used to select scenic roadways:*

- *The routes are a part of an interconnected network of scenic roads.*
- *The routes provide visual links between major recreation areas, foot trails, bike paths, and waterways.*
- *The roads provide access to major recreation areas, foot trails, bike paths, and waterways.*
- *The roads provide access to cultural points of interest and to illustrations of the City's and County's history.*

Policy 10: *It is the City's policy to assure that roadway construction on designated scenic routes is compatible with the preservation of scenic values.*

Program (5) *Amend the zoning ordinance to add a "scenic design combining zone" to properties adjacent to scenic routes.*

Program (6) *Regulate the height and setback of buildings and structures along scenic roadways. Seek County cooperation in areas outside the City limits.*

Program (7) *Establish specific review guidelines for development along scenic routes, prohibiting off-site advertising signs, billboards, and development on prominent ridges; and encourage screening and other landscaping for offensive land uses.*

The scenic guidelines should distinguish between urban and rural scenic routes, and should be established as part of a joint review procedure with the County.

Program (8) *Develop a plan to remove view obstructions such as utility distribution lines (as opposed to transmission lines which carry more than 13,500 volts).*

Program (8.1) *Underground all new utility distribution lines, and develop a plan for undergrounding all existing lines.*

Program (9) *Request State designation of Highway 101 north and south of Petaluma as a scenic route.*

Program (10) *Encourage volunteer road cleanup and seeding of native wildflowers.*

Program (11) *Where trees must be removed to accommodate essential improvements to scenic routes, they shall be replaced.*

Program (12) *Earthmoving operations and road cuts on scenic routes shall be followed with reseeding and revegetation programs.*

SCENIC ROUTE REGULATIONS. Specific regulations to maintain a scenic route involve:

- Requiring that all structures be set back a specific distance from the scenic roadway;
- Reviewing buildings for conformance with the surrounding structures and environment;
- Restricting structures from highly visible locations such as ridgelines or prominent foregrounds;
- Installing all utilities underground;
- Coordinating scenic roadways with bicycle routes, possibly providing wayside stops for the use of bicyclists and drivers both;
- Applying appropriate land use designations; and
- Landscaping ■

LAND SPECULATION

Objectives:

(e) *Discourage speculation and pressure for urbanization on lands outside of the urban separator.*

(f) *Encourage maintenance of the open space surrounding Petaluma.*

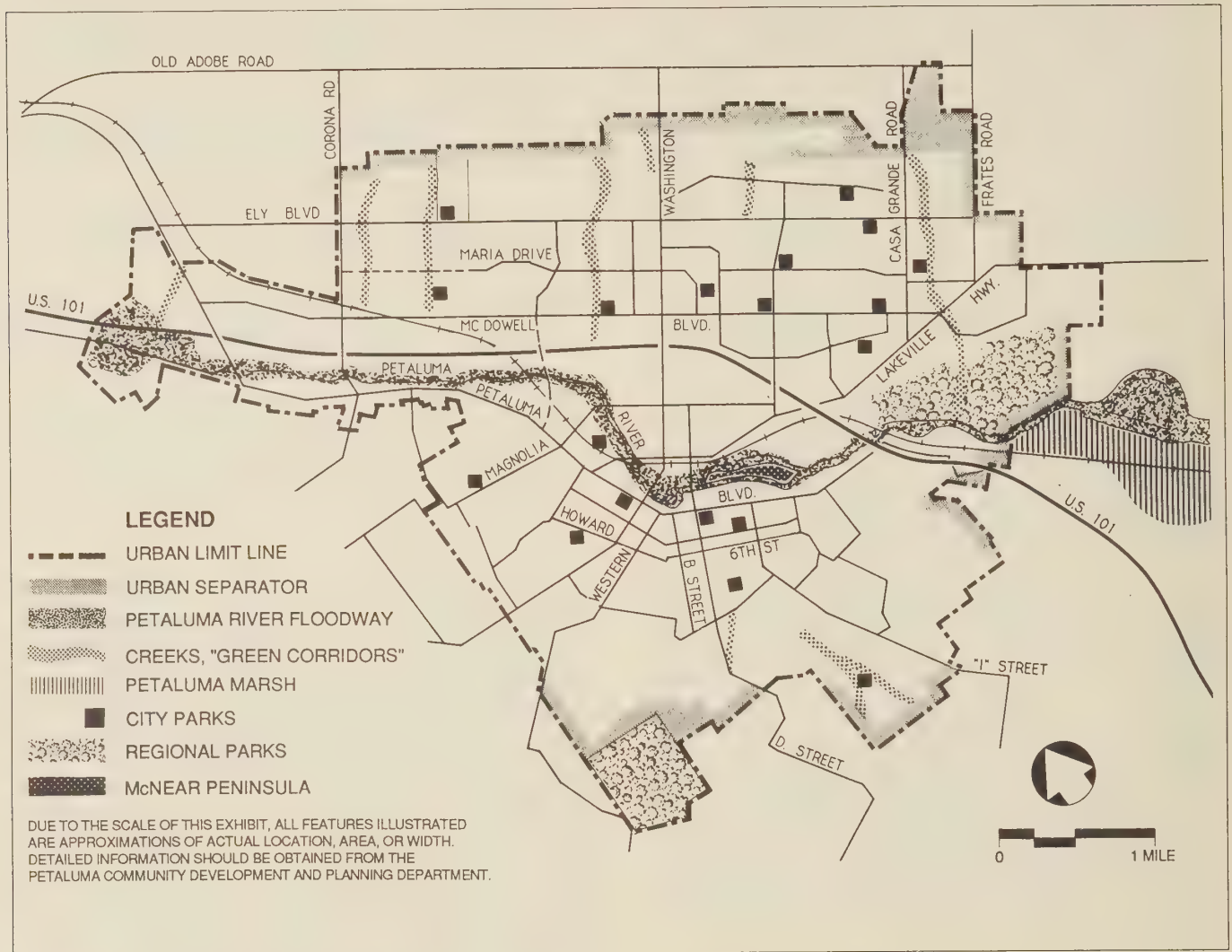


Figure 6-1: Open space system.

In agricultural areas near Petaluma where there is a perceived potential for urban development, land speculation has the potential to work against the preservation of open space. When a city allows competing urban uses to exist in the same geographic area as agricultural uses, it invites the demise of the use with the lower land value. Petaluma is committed to maintaining open space and therefore has set an urban limit line within which the City will manage and contain urban development. The urban limit line, together with the City's demonstrated adherence to it, is the City's most effective tool to discourage speculation on lands beyond the boundary and to manage the rate, location, and type of growth within the city.

Policy 11: *Within the context that growth will occur, strong efforts should be made to maintain surrounding agricultural and open space lands.*

Policy 12: *The City encourages the County and other public agencies to accept dedications of open space lands of regional significance. The City also encourages private entities to preserve open space lands.*

Policy 13: *City or County-designated open space shall be preserved where land or views are of exceptional quality.*

Program (13) *Adopt an open space land preservation program that would acquire rights to open space outside of the urban separator.*

Program (14) *Establish a Joint Powers Authority (JPA) with Sonoma County to permit the "transfer of development rights" (TDR), also known as "development credits," whereby density can be transferred from agricultural or open space lands outside the city limits to lands within the city designated for development.*

Program (15) *By ordinance, permit the transfer of development rights from agricultural or open space lands outside the city to lands within the city designated for development.*

Program (16) *Create a TDR program with the designation of environmentally sensitive (sending) areas and the rezoning of receiving lands.*

Transfer of Development Rights is discussed in greater detail in Chapter 4, Land Use and Growth Management ■

AGRICULTURE

Agriculture, including grazing, is the principal land use surrounding Petaluma. Important farmlands mapped by the Farmlands Mapping and Monitoring Program and published by the California Department of Conservation are shown for Petaluma's Planning Referral Area in the Technical Appendix. One indicator of land in long-term agricultural use is land placed under Williamson Act contracts which designate lands as agricultural preserve in the Petaluma Planning Referral Area. (See Technical Appendix, Map 15.)

In a 1985 Community Survey, 80% of the respondents said the land surrounding Petaluma should be in agricultural or open space use. Their recommendation is supported by this General Plan.

The City's intent to preserve agriculture involves not making decisions that could be interpreted by speculators to be indicators of urban expansion. Other actions, described below, are needed to promote and safeguard agriculture. City and County policies and programs must work in unison to achieve the goals.

Objectives:

(g) *Reduce the pressure for urbanization and conversion of agricultural land to non-agricultural use in the Petaluma Planning Referral Area.*

(h) *Coordinate City and County land use goals, objectives, and policies to preserve agriculture.*

(i) *Channel urban development into cities and limit rural residential uses that encroach on agricultural lands.*



Petaluma is committed to maintaining open space in surrounding agricultural areas.

(j) *Expand the City's wastewater irrigation program to increase the utility of agricultural lands.*

(k) *Reduce the cost of using wastewater to agricultural users by increasing the efficiency of both use and delivery of the City's wastewater for irrigation.*

(l) *Promote the reduction of erosion on agricultural lands.*

Policy 14: *The City urges Sonoma County to discourage non-agricultural land uses in agricultural areas.*

Policy 15: *The City urges Sonoma County to contain the growth of rural residential development that directly competes with agricultural use.*

Policy 16: *The City shall promote its wastewater irrigation program by increasing the efficiency of delivery and use to consumers, reducing soil erosion, and by actively marketing the program.*

Program (17) *Continue to participate in revision of the Sonoma County General Plan and Specific Plans.*

Program (18) *Retain or make available an irrigation management specialist trained in extension service methods to teach wastewater irrigation management to farmers, to market the City's wastewater irrigation program, and to develop more cost-effective delivery systems.*

WASTEWATER RECYCLING. Since 1983, the City has recognized wastewater as a resource through its irrigation program. The program provides pressurized water and the irrigation equipment for \$15 per acre over a 10-year period. The City plans for fluctuations in demand for wastewater so the storage capacity of the oxidation ponds is not exceeded when demand for wastewater declines for a period.

Irrigation management will coordinate wastewater recycling with the irrigation needs of area farmers. The use of wastewater is important to alleviate pressure on the City's oxidation ponds which are not allowed to discharge into the Petaluma River during the summer months yet have had to in the past because of summer rains that increase inflow and decrease agricultural demand for irrigation. An irrigation management specialist could increase use of wastewater by marketing the program and investigating cost-reducing efficiencies. The specialist could also pursue a land preservation program (see Program 13) which would tie land leases to wastewater irrigation use or the use of methane-produced energy at the wastewater treatment facility to pump wastewater to farmers more cost-effectively ■

6.3 CONSERVATION

The principle of conservation recognizes that the natural resources of an area are fragile and finite and need to be carefully managed if future generations are to enjoy and benefit from what is taken for granted today. Without a commitment to conservation, however, these resources may be irreparably damaged or lost, diminishing the area's economic vitality and quality of life.

Water and soil are the focus of this section. Their inter-relationship defines the character of the area. The City, with the cooperation of the County, can make a significant commitment to the future of the area by actively working to control pollution, prevent erosion, protect watersheds, and reclaim land and water. The City has established these goals:

Goal 5. *Retain waterways and adjacent land in their natural state in the Petaluma Planning Referral Area.*

Goal 6. *Protect and preserve natural resources in the Petaluma Planning Referral Area.*

Goal 7. *Reduce the production of and reclaim the usable portion of solid wastes.*

The recreation and transportation uses of the river are discussed in Chapter 5, The Petaluma River ■

WATERWAYS AND EROSION

The Petaluma River is a tidal estuary that stretches 18 miles from Willow Brook to San Pablo Bay. The river and its tributaries drain a 126-square-mile area that extends from the Cotati Plain to the Petaluma Marsh and from the slopes of the Sonoma Mountains on the east to Wiggins Hill west of Petaluma.

West of Petaluma, most drainage flows to a point northeast of Rainsville Road where the Petaluma River and Willow Brook intersect. San Antonio Creek drains the southwestern part of the Petaluma basin. San Antonio Creek and the Petaluma River are the only waterways in the basin with a year-round flow of water.

Erosion control is central to effective land management. As stream banks erode, lateral cutting occurs. Water is lost to evaporation instead of replenishing the aquifer. The influx of sediment in the Petaluma River displaces its water carrying capacity. The river must be dredged regularly in order to maintain its ability to carry flood water. The cycle is one in which the larger area loses irreplaceable soil into the river and the City continually must dredge the river and find a place for dredge spoils. Therefore, the City must make every effort to reduce the need for dredging by preventing sediment from entering the river.

Steps to be taken to prevent erosion and resulting sedimentation of the river include stabilizing the banks of waterways and planting vegetation to intercept eroded soil before it enters the water. An agricultural and grazing setback of 100 feet from the top of stream banks is needed to keep the permanent cover, including mature oaks. Grazing throughout the area has prevented regeneration of trees because livestock eat the tender, sprouting oaks.

Continuous setbacks along every waterway provide the following benefits:

- Re-establishing the dwindling oak community;
- Re-connecting every waterway with a vegetation strip, which in turn would increase the wildlife habitat;
- Maintaining travel corridors for wildlife; and
- Avoiding hot spots in streams which occur when a continuous canopy is lacking and which degrade the stream as a habitat.

SOILS

Knowledge of soil limitations and suitability for development will help to conserve a limited resource and determine proper land use. Soil properties which are most limiting in the Petaluma area are soil drainage, slope, shrink-swell potential, land slippage and shear strength.

The Soil Conservation Service has mapped and analyzed the soils in the Petaluma area. The soil maps (found in the Technical Appendix) are intended as a guide for areas within the urban limit line where building limitations may exist.

The City recognizes the importance of conserving soil as a resource in the following goals, objectives, policies, and programs found in the General Plan on pages 45 and 50 through 53:

	Goals	Objectives	Policies	Programs
Open Space	4	g - l	14 - 16	17, 18
Conservation	5,6	p - s	17 - 20, 25 - 26	19 - 21, 25, 29 - 32

6.4 OBJECTIVES, POLICIES AND PROGRAMS

WATERWAYS

Objectives:

- (m) *Protect water resources vital to the health of the area's residents and important to the area's ecology.*
- (n) *Enhance the wildlife habitat and maintain wildlife travel corridors along waterways.*
- (o) *Protect the Petaluma Marsh as a valuable natural resource which serves as a flood basin, a wildlife habitat, a critical link in the Bay life-chain, an air quality enhancer, and a component of Petaluma's urban form.*
- (p) *Reduce the amount of sediment entering waterways in Petaluma.*
- (q) *Stabilize the banks of waterways.*
- (r) *Establish a continuous strip of native vegetation along waterways.*
- (s) *Manage waterways in the Petaluma Planning Referral Area to ensure compatibility between wildlife, plant restoration, and agriculture, in addition to achieving flood protection.*
- (t) *Protect and conserve aggregate mineral resources designated by the State of California as regionally significant.*

The State Mining and Geology Board designates specific geographic areas in which sand and gravel deposits are available to meet the need for construction-quality aggregate. In the North San Francisco Bay region, the affected local lead agency (Sonoma County) has been directed by the State to establish management policies to be incorporated into its general plan to conserve essential mineral resources for the future that might otherwise be unavailable when needed. In the Petaluma Planning Referral Area, Quarry Products, Inc., the Ghilotti Brothers Quarry, and the Stage Gulch Quarry have been identified by the State as regionally significant.

Petaluma General Plan

Policy 17: *It is City policy to encourage and cooperate with the conservation efforts of organizations, agencies, and jurisdictions which help implement the open space, agriculture, and conservation goals of the Petaluma General Plan.*

Policy 18: *The City urges Sonoma County to adopt and implement a natural resources management plan for the Petaluma River Watershed and Drainage Basin.*

Policy 19: *The City shall adopt an ordinance to protect and enhance waterways within Petaluma.*

Policy 20: *Urge the County to adopt a waterway ordinance that would be applied to the Petaluma Planning Referral Area outside of Petaluma as an overlay zone. The waterway ordinance should establish a buffer zone for protection of waterways and the wildlife dependent on them.*

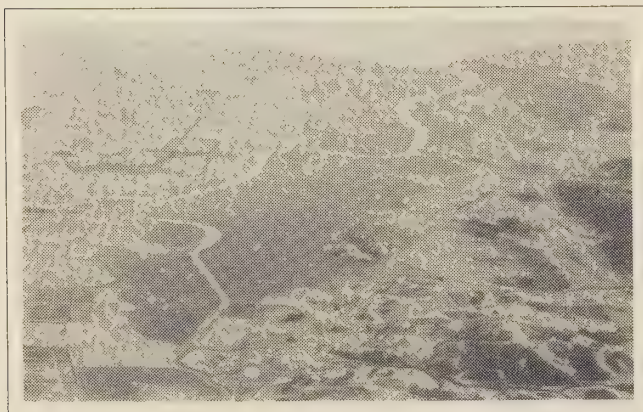
THE PETALUMA MARSH is the second largest remaining marshland in the entire Bay Area. Within Petaluma's Planning Referral Area, the marsh covers 3,220 acres. The marsh is a bountiful feeding ground for fish. Its plants convert carbon monoxide to oxygen. The marsh is a habitat for many waterbirds and two endangered species. Clearly it is a critical natural resource ■

Policy 21: *Watershed lands shall be protected, and any development of watershed area shall retain as much natural vegetation as is feasible.*

Policy 22: *It is City policy that waterways be kept in their natural state, rather than be concrete-lined or placed underground.*

Policy 23: *Streams and streamsidess shall be used to provide natural open space, recreation, or activity areas for adjacent development.*

Policy 24: *Development shall be restricted in areas which contain rare or endangered species of plants or animals.*



The Petaluma Marsh.

Policy 25: *Developers shall provide adequate drainage and erosion control during construction.*

Policy 26: *Off-road motor vehicles shall be prohibited in areas where topsoil destruction or reduction of valuable habitat could result.*

Policy 27: *The City shall promote water conservation through development standards, building requirements, landscape design guidelines, and other applicable city-wide policies and programs.*

Program (19) *Prepare and adopt a natural resources management plan.*

Program (20) *Adopt an ordinance that establishes a waterway buffer zone where technically feasible for lands in Petaluma (independent of adoption of any such ordinance by the County).*

A waterway protection ordinance would designate waterway corridors and setbacks, and establish guidelines to insure compatibility among agriculture, grazing, developed areas, and resource protection. A waterway ordinance will benefit landowners as well as the larger community if it utilizes the incentives available under the Williamson Act and through the Soil Conservation Service, and establishes conservation easements through land trusts.

Program (21) *Plant native vegetation on each side of all designated waterways consistent with floodway regulations in order to stabilize the banks of the waterways and to serve as a natural filter of sediment to prevent sediment from entering the waterway. Fence vegetation where necessary to insure its survival.*

Program (22) *Encourage re-growth of native oak trees by planting oak trees in "wood lots" in designated areas along waterways. Fence these wood lots to promote their survival.*

Program (23) *Regulate land uses such as auto dismantling, waste disposal facilities, gas stations, and industries using toxic chemicals in areas where oil, gasoline, and toxic substances may enter a waterway.*

Program (24) *Amend the zoning ordinance to prohibit and abate the dumping of debris and refuse in and near waterways and their buffers.*

Program (25) *Refer all applications for development in Petaluma, where grading is necessary or where the potential for soil erosion exists, to the Southern Sonoma County Soil Conservation Service for comment.*

Program (26) *Where feasible, purchase conservation easements along streams, or require dedication of an easement at the time of development.*

Program (27) Recommend to the County that they control density and restrict development on watershed lands.

Program (28) Recommend that the County revise zoning ordinances and maps so that watershed areas with steep slopes are retained in parcels of 60 or more acres.

Program (29) Recommend that the County revise its ordinances so that clearing of vegetation on land in watershed areas is limited to access roads, homesites, and fire breaks.

Program (30) Identify existing erosion problems on public and private lands, and prepare and implement an erosion control plan.

Program (31) Seek funding from both the Resource Conservation District and the Agricultural Stabilization and Conservation Service for flood protection, fencing of waterway buffer areas, and watershed management programs.

Program (32) Contact the Resource Conservation District to establish specific criteria to determine which development applications should be referred to the District for its advice.

Program (33) Continue to participate in the water conservation program and plan of the Sonoma County Water Agency.

Programs related to water resources are found under Water Supply and Water Quality in Chapter 11, Community Health and Safety ■

SOLID WASTE

Objectives:

(u) Maximize opportunities to recycle solid waste.

(v) Recover energy and materials from solid waste.

Policy 28: The City shall manage solid waste in order to maximize reclamation and reuse of resources contained in the solid waste stream.

Program (34) Expand the curbside recycling program.

Program (35) Remove disincentives to recycling, such as requiring city residents to purchase containers for recycled material.

Program (36) Develop source separation programs for solid waste materials with recycling value, for all waste generators.

Program (37) Purchase goods containing recycled materials for City use.

Program (38) Investigate the recovery of precious metals from sewage sludge.

Program (38.1) Require retail centers and multi-family residential developments to provide on-site drop-off areas for recycling. Coordinate with the City's refuse disposal contractor or other recycling services to insure regular pick-up.

6.5 ENERGY

Energy conservation can benefit Petaluma. In addition to preserving non-renewable resources for future consumption, utility bill savings and investments in local companies that provide energy conservation services will keep money in the local economy.

This section of the Plan proposes energy-efficient building development and land use practices, installation of efficient appliances, transportation management, and the promotion of solar energy. Some actions require cooperation with PG&E, which has already indicated its interest in promoting conservation. Other actions may require new ordinances or programs; however, Petaluma can benefit from the experience of the many cities that have already enacted similar measures.

Goal 8. Maximize Petaluma's energy-efficiency.

Objectives:

(w) Promote the conservation of non-renewable energy resources.

(x) Promote the use of solar energy.

Policy 29: Energy conservation measures to reduce energy consumption should be used in residential, commercial, industrial and public buildings.

Policy 30: Domestic solar energy use shall be encouraged.

Policy 31: Land development practices should be consistent with greater energy-efficiency opportunities in conservation and solar energy for space heating and cooling and transportation.

Program (39) Provide an information and referral service to promote conservation and solar measures provided by PG&E.

Program (40) Upon sale or rental of residential buildings, use a voluntary, cooperative energy-efficiency point system through realtors or lenders to inform future buyers or renters of the energy-efficiency of the dwelling.

Program (41) Obtain PG&E assistance in reviewing commercial buildings and major subdivisions of more than 25 units during the design and approval process to incorporate energy-efficiency suggestions into the plans.

Program (42) Make energy conservation an important criterion in housing development.

Program (43) Train City building inspectors to look for energy-inefficiencies related to Title 24 for new construction and in commercial/industrial buildings.

Program (44) Support development of solar water heating systems so that 100% of new dwelling units and 20% of existing units will have the capability (e.g., proper plumbing and solar access) to install solar water heating systems by the year 2000 should they become cost-effective.

Program (45) Adopt a solar access ordinance consistent with applicable City energy and land development policies to protect opportunities for solar space and water heating.

Program (46) Develop land use regulations and zoning ordinances for new subdivisions to provide opportunities for passive solar heating and cooling.

Program (47) Investigate cogeneration (electricity and heat) possibilities for future large-scale residential and industrial development.

BIOMASS ENERGY DEVELOPMENT

Objective:

(y) *Reduce reliance on non-renewable energy sources through development of feasible, safe energy sources immediately available to Petaluma.*

Policy 32: *Biomass resources and agricultural wastes should be utilized for methane production and methane-generated electricity.*

Program (48) Study the potential for methane-generated electricity at the wastewater treatment facility.

Program (49) Use methane-generated electricity at the wastewater treatment facility to run City pumps for the agricultural wastewater recycling program.

The street tree planting program discussed in Community Character, Chapter 3, and the transportation systems management programs discussed in Transportation, Chapter 10, also promote efficient use of energy ■

Figure 6-2: Guide to Open Space, Conservation, and Energy Goals, Objectives, Policies, Programs, and Implementation.

Objectives	Policies	Programs	Body Responsible for Implementation ¹					
			CC	CM	PD	PR	PW	BD
Goal 1: Create an open space system								
a,	2,4	1		•	•			
a,b	1,2,3,4	2	•	•	•			
a,b	1,2	3	•	•	•			
a,b	2	3.1	•	•	•			
a,b	2	4	•		•			
Goal 2: Preserve key scenic corridors; protect roadsides								
c	5,6,7,8,9	5	•		•			
c,d	10	6			•			•
c	9	7	•		•			
c	9,10	8		•	•		•	
c	9,10	8.1			•		•	•
d	5,9	9	•	•	•		•	
c	9	10		•		•	•	
c	10	11		•	•		•	
c	10	12		•	•		•	
Goal 3: Preserve existing open space lands in Petaluma's Planning Referral Area								
e,f	11,12,13	13	•		•			
e,f	11,12	14	•	•	•			
e,f	11,12,13	15	•	•	•			
e,f	11,12,13	16	•	•	•			
Goal 4: Preserve and protect surrounding agricultural use								
g,h,i	14,15	17		•	•			
j,k,l	16	18		•	•			
Goal 5: Retain waterways in their natural state								
n,s	18,19,21	19	•	•	•			
m,n,p,q,r,s	19	20	•	•	•			
o,p,q,r,s	21,22,23	21	•				•	
n,q,r,s	21,22,23	22		•			•	
m,o,s	19,21,24	23	•		•			•
m,s	17,19	24	•	•	•		•	
p,q	17,25	25			•		•	
m,s	17,21,23	26	•	•	•		•	
m,r,s	20,21,24,25	27	•	•	•			

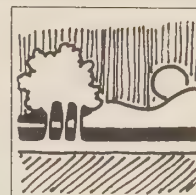
(Guide continues on page 56.)

Figure 6-2: Guide to Open Space, Conservation, and Energy Goals, Objectives, Policies, Programs, and Implementation (continued).

Objectives	Policies	Programs	Body Responsible for Implementation ¹					
			CC	CM	PD	PR	PW	BD
m,p,s	20,21	28	•	•	•		•	
m,s	18,20,21,24,25	29	•	•	•			
l,p,q	16,25,26	30	•				•	
s	17,21	31		•	•			
Goal 6: Protect natural resources								
m,p	17,24	32	•		•			
m	17,27	33		•	•			•
Goal 7: Reduce solid waste								
u,v	28	34	•	•			•	
u	28	35	•	•			•	
u,v	28	36		•			•	
u	28	37		•				
v	28	38		•			•	
u,v	28	38.1	•	•				
Goal 8: Maximize energy-efficiency.								
w,x	29,30	39		•				
w,x	29,30	40		•				•
w,x	29,30,31	41			•			
w,x	29,30,31	42	•		•			
w	29	43						•
x	30	44	•		•			
x	30,31	45	•		•			
x	30,31	46	•		•			
w	31	47					•	
y	32	48					•	
y	32	49					•	

Notes:¹ CC: City Council CM: City Manager PD: Planning Department BD: Building Dept.
PR: Parks & Recreation Commission PW: Public Works Department

7. PARKS, RECREATION, SCHOOLS, & CHILD CARE



7.1 PARKS AND RECREATION

Recreation in urban areas is flourishing. There is a trend toward specialized, physically active and diverse forms of recreation, and away from general, mass recreation, according to the National Recreation Survey. Figure 7-1 summarizes the study.

Activity	1965	1983
Concerts & plays	14 %	25 %
Picnicking	60 %	48 %
Sightseeing	54 %	46 %
Driving	59 %	48 %
Bicycling	19 %	32 %
Camping	12 %	20 %
Tennis	6 %	15 %
Jogging	17 % ¹	26 %
Birdwatching	6 %	12 %
¹ 1977		
Source: National Recreation Survey		

Figure 7-1: Percentage of U.S. Population Participating in Recreation, by Activity, 1965 and 1983.

These trends imply changes for park and recreation planning. As the nature of recreation has shifted during the past several decades, the needs of park users have evolved. For example, a demand for more active uses may point to a need for larger, community parks that can accommodate softball fields, tennis courts, and swimming pools, and a lesser emphasis on smaller, neighborhood parks. Or the number of parks may be adequate, but the desired activities are not available. The challenge, as reflected in the City's goals, is to reconcile the existing and future space with the changing needs of city residents.

Goal 1. Provide for all citizens a variety of enjoyable leisure, recreation, and cultural opportunities that are accessible, affordable, safe, physically attractive, and uncrowded.

Goal 2. Effectively use public facilities to serve the greatest number of Petalumans.

Goal 3. Promote improved park location and design.

Goal 4. Provide a network of trails and pathways throughout the City.

One of the amenities Petalumans have given themselves is parkland and related recreation space. The City has acquired parkland over the years, so that in 1985 it had 2.6 acres of park for every 1,000 residents — 99 acres of dedicated City park land, of which 57 acres are community parks and 42 acres are neighborhood parks. Community parks serve a significant portion of the city by providing facilities and recreation activities beyond those supplied by a neighborhood park. Neighborhood parks are intended to provide recreation facilities for a localized area. Figure 7-2 lists Petaluma's parks.

FACILITY	LOCATION	ACRES
Community Parks		
Kenilworth ¹	E. Washington & Payran	1.7
Lucchesi	N. McDowell	31.0
McNear	F and 11th	7.5
Shollenberger	Petroleum Lane	17.0
Subtotal		57.2
Neighborhood Parks		
Arroyo	Village East Drive	3.5
Bond	Banff Way	6.2
Cherry Valley	Cherry Street	0.75
Grant	E. Sunnyslope Road	1.0
LaTercera	Peggy & Baywood	3.02
Miwok	St. Francis Drive	2.5
McDowell	Park Lane & McGregor	4.2
Oak Hill	Park Avenue	5.01
Walnut	D & Petaluma Blvd. South	1.6
Westridge	Sunnyslope Road	8.8
Wickersham	5th & J	2.1
Del Oro	Del Oro Circle & Sartori	3.2
Subtotal		41.88
¹ Kenilworth is classified as a community park because it functions as part of a larger community facility.		

Figure 7-2: Dedicated Park Land in Petaluma, 1985.

Parks are a key component of the City's open space system and give identity to Petaluma's neighborhoods. Parks can be differentiated from each other through variety in plantings, unique play structures, sculpture, use of water, arrangement of sitting areas, and variation in terrain. An architectural theme and uniform signs or symbols can be used to tie the parks together.

Parks can break up vast subdivisions and provide a community focal point. Although there is a certain efficiency in joining neighborhood parks to elementary school sites, separating the two can be important to improving neighborhood design and identity.

West of the river, the eucalyptus grove west of Cypress Hills Cemetery should be preserved in open space. It is one of the few prominent groves of trees in and around the city, and is a scenic resource. The City should acquire a scenic easement or purchase it for park.

Other park sites proposed in this General Plan include:

- Along the river near the north end of Lakeville Street.
- Along the river in downtown Petaluma.
- McNear Island.
- Along the river in the vicinity of the proposed Rainier Avenue overpass.
- Along Thompson Creek in the southwest portion of the City.
- Garfield Park.
- Neighborhood parks in new residential areas.
- The 100-acre Gray property on East Washington Street opposite the airport, purchased by the City in 1987.

Future sale of surplus school sites will present a valuable opportunity to add needed park space to fully developed neighborhoods. The City should acquire such sites if they become available and should plan their park development with neighborhood residents so as to meet their needs.

7.2 OBJECTIVES, POLICIES, AND PROGRAMS

PARK STANDARDS

Objectives:

- (a) *Bring the amount of Petaluma park land into compliance with the City's adopted minimum standards (community park land at 3 acres per 1,000 population, and neighborhood park land at 2 acres per 1,000 population).*

- (b) *Provide a balance of recreation opportunities, including facilities, to serve the varied interests of the population.*

- (c) *Designate adequate park sites for the future growth of the City.*

- (d) *Upgrade existing parks.*

- (e) *Provide for annual evaluation, maintenance, and adequate replacement of existing recreation facilities.*

Policy 1: *The City shall require all new residential development to dedicate land or pay a park fee for public parks.*

Policy 2: *The City shall acquire new public parks at a rate consistent with new residential development.*

Policy 3: *The City shall acquire community parks consistent with growth of the City's population.*

Policy 4: *The City should provide park facilities within one-half mile or less for residents living within the residential areas of Petaluma, without intrusion of major physical barriers.*

Policy 5: *The City should provide park sites to respond to the needs of a diverse population. These needs include creekside systems, trailways for pedestrians, joggers, and bicyclists, and non-traditional types of recreation such as habitat restoration projects, community gardens, and skateboarding.*

Policy 6: *The City shall locate recreation uses (e.g., golf courses, trails, athletic fields, picnic areas, etc.) in the urban separator on both the East and West Sides, taking into account terrain, accessibility, links to other parts of the city and related factors in determining whether or not a particular use is appropriate.*

Policy 7: *The development of private sector recreation facilities, such as commercial softball diamonds, shall be encouraged.*

Policy 8: *Joint public-private development of commercial recreation facilities shall be encouraged.*

Policy 9: *The City shall consider teen recreation needs when planning new or redesigned parks.*

Program (1) *A study of the demand for parks and recreation facilities, addressing the needs of both park users and non-users, should be conducted immediately, and on a regular basis thereafter. Park amenities, programs, proximity, and means of transportation should all be addressed by a park use survey.*

Program (2) *The City shall study and pursue various means of funding the acquisition, operation, and maintenance of parks and recreation facilities.*

Program (3) *Add 60-100 acres of community park, including a community athletic complex, in addition to the community park land required by new development after 1985.*

BASIC GUIDELINES FOR COMMUNITY PARK DEVELOPMENT.

Population: A minimum of three acres of community parks per 1,000 population.

Location: On an arterial. (Community Parks are traffic generators, and it is City policy to discourage through traffic in neighborhoods.)

Design: Provide parking on-site.

Include bikeways that connect to the citywide bikeway system.

Connect to the City's open space network.

Promote safety through lighting and design that makes all parts of the park observable to the driver of a patrol car. Some paths should be designed for use of a patrol car as well as for bicyclists and pedestrians.

Use: Address recreation needs as determined through a periodic park user survey or citywide analysis ■

Source: Knox Associates

Program (4) *Complete the Lucchesi Park master plan.*

Program (5) *Locate an additional community park east of the river.*

Program (6) *Provide incentives for new, large-scale industrial and commercial development and redevelopment to include shower and locker room facilities in order to promote the physical conditioning of employees and their use of public and private recreation opportunities.*

Program (7) *Consider acquiring and developing McNear Island for recreation uses. Insure a view of the river, and provide bicycle and pedestrian paths.*

Program (8) *Consider a City-wide benefit assessment district in order to maintain parks and recreation facilities.*

EFFICIENT USE OF FACILITIES

Objectives:

(f) *Maximize opportunities for the joint use of public land and facilities such as schools, detention ponds, and areas under the jurisdiction of other public agencies that have land available for possible recreation use.*

(g) *Maximize the extended use of existing public facilities for year-'round and evening use.*

Policy 10: *The City encourages the Sonoma County Water Agency, school districts, the Pacific Gas and Electric Company, and other public agencies and utilities to provide appropriate recreation uses on their respective properties and rights-of-way.*

Policy 11: *The City shall work with local school districts in identifying and evaluating for potential park acquisition, school sites which might become surplus; or using future, but still undeveloped, school sites as temporary parks until schools actually are built.*

Because of the open space already associated with school sites, they are ideal sources of additional parkland. The first priority for the reuse of surplus school sites should be for park or recreation purposes.

Program (9) *Consider cooperative efforts among school districts, public utilities, and the City in order to develop parks, other open space areas, and recreation facilities and programs.*

The City will benefit by landscaping and developing open space areas that are owned by school districts or public utilities for parks and recreation, and/or by seeking permission to use such lands for on-going programs.

Program (10) *Prepare a list of available public facilities and requirements for their use. Periodically update and distribute this list throughout the community.*

Program (11) *Work with the Petaluma School District to establish joint use of land for recreation at Casa Grande High School.*

Program (12) *Develop and implement a program for year-around and evening use of public recreation facilities.*

PARK LOCATION AND DESIGN

Objectives:

(h) *Locate new neighborhood parks in areas not necessarily adjacent to schools in order to better distribute urban open space and to enhance neighborhood identity. This is especially applicable to the East Side.*

(i) *Design park and recreation facilities to serve the recreation and social needs of Petalumans of all ages, economic situations, and physical abilities.*

(j) *Design parks to enhance neighborhood identity and character as well as to serve recreation functions.*

Policy 12: *Residential developments adjacent to parks or open spaces should be encouraged to provide direct access to, and common open space contiguous to, such areas.*

Policy 13: *In considering the location of parks, the City shall select sites based on maximum accessibility, proper topography, and visibility (for the safety of park users).*

Policy 14: *The City shall promote private open space and recreation facilities in large-scale residential developments in order to meet a portion of the open space and recreation needs that will be generated by the development.*

Policy 15: *In the design and maintenance of parks, consideration should be given to impacts on wildlife. In particular, it should be recognized that native plant species may be best suited for providing wildlife cover and food sources, and that herbicides, pesticides, and fungicides may be damaging to native plants and wildlife.*

Program (13) *Establish a program to enhance the character of neighborhood parks. Add landscaping, sculpture, and seating. Vary the landscaping, improvements, and construction materials used in different parks.*

Program (14) *Use the development review process to provide private open space and recreation facilities in residential developments of 15 or more units.*

Program (15) *Use subdivision regulations and the development review process to locate parks in secure portions of subdivisions and to promote the security of park users in the design of parks.*

BASIC GUIDELINES FOR NEIGHBORHOOD PARK DEVELOPMENT.

Population: A minimum of two acres of neighborhood parks per 1000 population.

Location: Located near the center of neighborhoods or near a distinctive natural feature such as a hill or waterway.

A maximum service area radius of one-half mile.

Not on arterial streets.

Use bikeways and pedestrian pathways to provide access to parks.

Identify sites for parks at the outset of a given subdivision process rather than accepting a residual piece of land.

Design: Differentiate neighborhood parks from each other through variety in plantings, play structures, use of sculpture, arrangement of sitting areas, use of water, variation of terrain, and facilities provided.

Promote safety of park users by making all parts of a park visible from a patrol car at the park's perimeter.

Address recreation needs as determined through a periodic park user survey or specific survey of the neighborhood ■

Source: Knox Associates

Program (16) *Establish a regular patrol of parks to provide for the safety of park users.*

Program (17) *Create a park logo and a consistent design for park signs and furniture.*



Hill Plaza



Lucchesi Park

TRAILS AND PATHWAYS

The City plans to work with private developers, the County, and the State Park System to establish a trail system in or adjacent to the urban separator to connect the City's and County's trail systems. The network should be part of the open space system which would connect Putnam Park, the Old Adobe State Historic Park, and other scenic or recreation areas surrounding Petaluma.

Objectives:

- (k) *Designate a network of trails and pathway corridors.*
- (l) *Preserve and provide visual access to landscapes of high visual quality.*
- (m) *Provide alternative means to reach the state park, regional parks and other natural areas.*
- (n) *Maximize the City's recreation opportunities.*
- (o) *Establish a trail system in or adjacent to the urban separator. Connect it to Putnam Park and to the Old Adobe State Historic Park.*

Policy 16: *Bikeways, hiking trails, equestrian trails, rest areas and picnicking accommodations should be provided within designated trail corridors, wherever feasible.*

Policy 17: *The City should control land development along designated trails and pathway corridors in order to provide sufficient right-of-way and to ensure that adjacent new development does not detract from the scenic and aesthetic qualities of the corridor.*

Policy 18: *When new development occurs adjacent to a designated trails and pathway corridor, the City should require the development to install and maintain the trail.*

Policy 19: *The design, construction, and management of trails and pathways should be carefully executed in order to reduce environmental disturbance.*

Policy 20: *Bridges and other public improvements within designated trails and pathways corridors should be designed to provide safe and secure routes for trails, including grade separation between roadways and trails whenever feasible.*

Policy 21: *The City should promote cooperative interagency planning of pathways, bikeways and equestrian trails.*

Policy 22: *The incorporation of trails and pathways into corridors used for public and utility purposes is encouraged.*

Program (18) *Develop and implement a Trails and Pathways Corridors Master Plan.*

A Trails and Pathways Corridors Master Plan should include:

- All routes that will contribute to the open space and pathways system.
- The design of bridges and other public improvements to provide safe and secure routes for trails, including grade separation of roadways and trails whenever feasible.
- Timing and funding for trail and pathways improvements.
- Standards for construction to minimize environmental disturbance.
- A delineation of the relationships among the City, the County, public utilities, and private developers who are building adjacent to the corridors network ■



Stream channels can retain a natural appearance even with the addition of trails, paths, and other improvements.

7.3 EDUCATION AND SOCIAL SERVICES

In 1980, 29% of all Petalumans were under age 18. The special needs of this age group — education, child care and activities for teenagers — are covered in this section of the General Plan and by the following goals:

Goal 5. Encourage more efficient use of school facilities for before- and after-school programs to serve the school-age population and the community at large.

Goal 6. Address the child care needs of Petaluma's working parents.

Goal 7. Increase the opportunities for teenager recreation and social activities.

To the extent possible, the social service needs of senior citizens, handicapped persons, representatives for the developmentally disabled, single-parent households, or other groups that request assistance from the City should also be considered in developing City programs.

7.4 OBJECTIVES, POLICIES AND PROGRAMS

SCHOOLS

Adequate planning for school sites must continue as the City plans its future growth. Providing for the needed school sites should be addressed as land is developed for residential use and is annexed by the City— prior to development of an area. The Old Adobe and Waugh School Districts on the East Side have planned for future school sites in cooperation with the City as new subdivisions have been approved and built over the past few years. The two districts face the most pressure from residential growth and may see their school sites developed within the first 10 years of the General Plan.

Objectives:

(p) Plan for adequate sites for elementary, junior high, and high schools in Petaluma.

(q) Promote development of schools and institutions for post-high school education.

(r) Provide transportation and recreation opportunities in proximity to centers of student population.

THE DEVELOPMENT OF SCHOOL BUILDINGS is subject to standard City approval processes unless the school district board specifically exempts themselves by a 2/3 vote. School districts are required by law to consult a city's general plan as part of their development process. Design standards in the General Plan, even voluntary ones, will ensure that design features that are of particular importance to the community — such as ensuring adequate facilities for all school functions under all weather conditions — will be considered by the school district in their building process ■

(s) Effectively use public school and park lands to serve the greatest number of Petalumans.

(t) Maintain the neighborhood school concept.

Policy 23: *New elementary school sites should be planned in centrally located areas of residential development. Schools should not be located on arterials.*

Policy 24: *Encourage the use of school buildings and grounds after school hours.*

Policy 25: *Schools and parks may be developed on separate sites in the future.*

Program (21) *Work with the school districts to establish design standards for the development of new schools, or improvements on existing school buildings and grounds.*

Program (22) *Encourage an increase in transportation services for the developmentally disabled to schools during normally acceptable school and after-school hours.*

Program (23) *Establish liaison between senior citizens and the schools for access to buildings for senior citizen educational opportunities.*

School facilities should be used to serve as many Petalumans as possible. Groups which serve the developmentally disabled population or the senior citizen population often seek meeting rooms and the equipment available in school classrooms for educational and social purposes.

Program (24) *Develop neighborhood-based elementary-age recreation programs to utilize school grounds after school hours so that activities are provided without the need for travel to other areas in Petaluma.*

Elementary age school children need a place to go after school, but should not be required to travel far from their school or home. The Parks and Recreation Department provides after-school athletic programs, but these should be neighborhood programs for a variety of age groups.

Program (25) Evaluate the transportation and recreational needs brought on by an increase in post-high school students.

The Santa Rosa Junior College has purchased a site for a permanent Petaluma campus east of Ely Boulevard North. The campus, to be developed over the next several years, would serve an eventual student population of 5,000. Though many of these students will be enrolled part-time or may already be residents of Petaluma, a relocated student population will make new demands on transportation and recreation services on the East Side.

CHILD CARE FACILITIES

Many families with working parents must rely on child care services within Petaluma. Child care can be informal (hiring a babysitter) or formal (at a day care center). Child care is needed for all ages ranging from infants through elementary school children. Working parents need day care services for the entire day and throughout the year. Schools in Petaluma could be a potential contributor to before- and after-school care. One of the major goals of the Old Adobe School District was to start a child care program using school facilities in the 1986-87 school year.

Cooperative day care and preschools are available, but may be insufficient for working parents' needs. The City will quantify the demands for child care within Petaluma and investigate a solution to the needs of lower-income families.

Objectives:

(u) *Encourage "all-day" care centers and private preschools to provide facilities for year-around care.*

(v) *Encourage use of public school sites for before- and after-school child care.*

(w) *Look for ways to make child care affordable for low-income families.*

Policy 26: *The City should provide information to assist child care providers to get started and licensed.*

Policy 27: *A Community Child Care Agency will be encouraged for Petaluma.*

Policy 28: *Encourage subsidies to be provided to low-income families who need child care.*

Policy 29: *The recreation department should investigate provision of drop-in, after-school recreation opportunities for youth.*

Policy 30: *Seek out large businesses and employment centers to provide child care for their employees' children.*

Policy 31: *The City shall periodically identify and address the social service needs of city residents.*

Policy 32: *The City shall develop a program to acquire land to assist child care providers.*

Program (26) *Provide a local information and referral service for parents seeking child care.*

The county-wide Community Child Care Council (a private non-profit organization) already provides a coordinated waiting list.

(Program number 27 is reserved for future use.)

Program (28) *Appoint a task force to investigate the use of child care funding mechanisms and/or to encourage large businesses, employment centers, and residential developments to consider establishing infant and preschool care.*

The growth of employment opportunities and residential development within Petaluma will require additional child care facilities. To the extent that large businesses, employment centers and residential developers can be encouraged to contribute to child care through fees to a non-profit facility or by providing an in-house or on-site care program, the added needs will be met.

Program (29) *Work with schools to promote the use of school impact fees for child care facilities.*

Program (30) *Work with the Petaluma Boys and Girls Club to develop an after-school facility east of the freeway.*

Program (31) *Pursue all funding sources for the development of child care facilities and programs.*

Program (31.1) *The City will investigate the feasibility of long-term land leases for child care facilities.*

ACTIVITIES FOR TEENAGERS

In 1980, eighteen percent (6,137) of Petaluma's population, was between the ages of 10 and 19. The City seeks to open new opportunities for teen activities by encouraging private enterprises which serve teenagers, and by encouraging teenager input on the Recreation, Music and Parks Commission, especially regarding a City recreation center.

Objective (x): *Provide a teen center for recreation and social activities.*

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Policy 33: Existing facilities should be used for teen activities.

Policy 34: The City will address the planning and development of new sites for teens to gather.

Policy 35: Indoor and outdoor recreation opportunities shall be made available for teenagers.

Program (32) Teen gatherings shall be given top priority at Kenilworth Recreation Center when a new community center is constructed.

A recreation center should provide opportunities for all segments of the community. Teens should be allowed equal access to facilities, just as all other neighborhood and

citizen groups are. Teens should be included in the planning of a new community center so that the facilities will be appropriate for foreseeable activities.

Program (33) Sponsor a periodic survey of junior high and high school students in Petaluma to determine needs and desires.

Program (34) Continue the City's policy of having a youth representative as a member of the Parks, Recreation, and Music Commission and of having a Youth Advisory Council, composed of students from each school, to advise their youth representative.

Program (35) Include teens in the on-going management of a teen center and teen programs.

Figure 7-3: Guide to Parks, Recreation, Schools, and Child Care Goals, Objectives, Policies, Programs, and Implementation.

Objectives	Policies	Programs	Body Responsible for Implementation ¹							
			CC	CM	PD	PW	PR	PC	PO	SD
Goal 1: Provide recreation and cultural opportunities for Petalumans										
a,b,c,d,e	1,2,3,4,5,6,8,9	1		•			•			
a,b,c,d,e	1,8	2	•	•	•		•			
a,b,c,d,e	1,3,4,5,6	3	•	•	•		•			
a,b,c,d,e	5,9	4	•	•			•			
a,b,c,d,e	3,4,5,9	5	•	•	•		•			
a,b,c,d,e	5,8	6	•		•					
a,b,c,d,e	2,3,8,9	7	•	•	•		•			
a,b,c,d,e	2,3,4,5	8	•	•		•	•			
Goal 2: Effective use of park facilities										
f, g	10,11	9	•	•	•		•			
f, g	10,11	10					•			
f, g	10,11	11	•	•			•			•
f, g	10,11	12	•				•			
Goal 3: Improved park location and design										
j	12,13,14,15	13				•	•			
i,j	12,14	14			•		•	•		
h,i,j	13	15			•		•	•	•	
h,i,j	13,20	16							•	
h,i,j	12,13	17				•	•			
Goal 4: Provide a network of trails and pathways										
k,l,m,n,o	1,6,16,17,18 19,20,21,22	18	•	•	•	•	•	•		

(Guide continues on page 65.)

Figure 7-3: Guide to Parks, Recreation, Schools, and Child Care Goals, Objectives, Policies, Programs, and Implementation (continued).

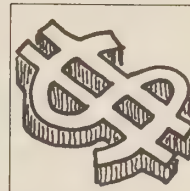
Objectives	Policies	Programs	Body Responsible for Implementation ¹							
			CC	CM	PD	PW	PR	PC	PO	SD
Goal 5: Encourage effective use of school facilities										
p,q,r,s,t	23,25	21	•		•					•
q,r,s	24	22				•				•
q,r,s	24	23		•						•
p,r,s,t	24	24		•						•
q,r,s	24	25			•	•				•
Goal 6: Address child care needs										
u,v,w	27,31	26		•				•		
u,v,w	26,27,28,30,31,32	28	•	•						
u,v,w	28,31	29	•	•	•					•
u,v,w	29,31	30	•	•		•	•			
u,v,w	27,28,30	31		•		•				
u,v,w	32	31.1	•	•						
Goal 7: Increase teen recreation and social activities										
x	29,33,34,35	32	•	•			•			
x	31,33,34,35	33	•	•			•			•
x	31,33,34,35	34	•	•						
x	33,34,35	35	•	•			•			•

Notes:¹ CC: City Council CM: City Manager PD: Planning Department PW: Public Works Dept.
PR: Parks & Recreation Commission PC: Planning Commission PO: Police Department
SD: School Districts



Young golfers wait their turn at the Petaluma Golf and Country Club.

8. LOCAL ECONOMY



8.1 PETALUMA'S RECENT AND FUTURE GROWTH

Petaluma has had a healthy economic expansion in recent years. It has grown in four major economic sectors — manufacturing and wholesale, retail, services, and government and institutional — and has declined in the smallest economic sector, agricultural services. The local economy has become more diverse as Petaluma has broadened its appeal to “workplace” uses. “Workplace uses” means the combining of a variety of businesses, from office to research and development to light industry to warehousing, located in structures built with open floor plans, so as to leave most interior improvements to the tenants to design to their needs. The attractiveness of Petaluma for employment reflects the community’s strategic location on key North Bay transportation routes, the availability of already-zoned industrial sites, modest land prices (in comparison with Marin County) and good housing value (compared with more central Bay Region communities).

Looking toward the future, the same factors that provided the impetus for recent growth can be expected. Petaluma will continue to expand at a rate in excess of the Bay Area’s growth rate, in part because it has expansion room and in part because the regional economy is growing and the region is continuing to expand outward.

Concerns about Petaluma’s economic future relate to transportation problems, land supply, housing, and the ultimate character of the community. The supply of land for employment must be periodically examined to ensure that growth will not be impeded by shortages in developable (or re-developable) sites. The character of employment uses should shift to higher density uses in order to make the most of available sites and in order to diminish the proportion of space used by low-density, high-transportation-dependent uses like warehousing.

JOBS AND HOUSING

Some of the interest in economic development reflects a desire to bring jobs and population into closer balance in Petaluma. At present, Petaluma is characterized by a substantial out-commute. The available statistics suggest that these out-commuters (a large proportion of whom are employed in Marin County and San Francisco) hold higher-paying positions than those who are employed locally. Conversely, some of Petaluma’s less well-paying jobs are disproportionately held by people commuting into Petaluma from farther north. These commuting patterns reflect individuals’ efforts to balance income opportunities against housing costs.

The presence of a large out-commuting population can have the effect of diminishing community identification and involvement. Therefore, economic development activities need to include efforts to identify and expand employment for persons who live in Petaluma.

Industry Group	Number	Occupation Group	Number
Resources ¹	338	Managerial and Professional	3,571
Construction	1,050	Technical, Sales, & Admin. Support	5,419
Manufacturing	2,135	Service	2,369
TCU ²	1,581	Farming, Forestry and Fishing	300
Wholesale Trade	537	Precision Production, Craft and Repair	2,229
Retail Trade	2,879	Operators, Fabricators and Laborers	2,081
F.I.R.E. ³	1,696		
Services-Professional	3,208		
Services-All Other	1,747		
Public Administration	798		
TOTAL	15,969	TOTAL	15,969

¹ Agriculture, forestry, fisheries, and mining

³ Finance, insurance and real estate

² Transportation, communications and other utilities

Source: U.S. Census, 1980

Figure 8-1: Employed Petaluma Residents, by Industry and Occupation, 1980.

RETAILING

Petaluma's retail sector is a picture of contrasts. The community is faring very well in terms of automobile sales and services, and should take steps to keep that sector (a big retail sales tax generator) healthy. Petaluma's "convenience" retail (supermarket and drugstore) sales are above average. The community's retail sector is weak in soft goods — shops such as apparel which are the backbone of shopping malls and stronger retail centers. A stronger concentration of retailing activity would benefit the entire community.

AGRICULTURE AND TOURISM

North Bay agriculture is the historic basis of Petaluma's economy, and it continues to be the indirect source of significant employment and income in the community. Local support for agriculture-related businesses can help support the vitality of agriculture generally in this part of the region.

Tourism is an element in the local economy that is more a potential than a reality at present. Much is being done through planning and through the activities of private and civic groups to enhance Petaluma's appeal to visitors and tourists.

8.2 ECONOMIC GOALS

The General Plan recognizes and builds upon Petaluma's strengths to fortify, expand, and diversify the local economy in accordance with the goals of this chapter:

Goal 1. Provide jobs for Petaluma workers and tax revenues for the City by expanding and maintaining diversity in Petaluma's economic base and focusing development efforts on clean, non-polluting industry.

Goal 2. Enhance the City's sales tax revenues by strengthening Petaluma retailing to serve the needs of local residents and encouraging shoppers from outside the community.

Goal 3. Encourage the growth of tourism as part of Petaluma's economic base by enhancing the City's potential to attract tourists through urban design improvements, promotion, development of visitor attractions and provision of a variety of overnight accommodations.

Goal 4. Enhance the Downtown as a community focal point and the City's major commercial center in order to encourage economic growth while retaining downtown's historic heritage.

Goal 5. Maintain and encourage agriculture-related businesses in Petaluma.

Industry	Number of Jobs		Aggregate Change	1980-85 Percent Change	Petaluma's Employ- ment as a Percent of County's ¹ (1985)
	1980	1985			
Declining Sectors					
Agriculture & Mining	538	470	-68	-12.6%	7.9%
Growing Sectors					
Manufacturing & Wholesale	2,516	3,400	884	35.1%	13.4%
Retail	3,003	3,530	527	17.5%	14.0%
Services	2,105	2,860	755	35.9%	9.2%
Other	2,337	2,600	263	11.3%	8.5%
<i>Subtotal</i>	<i>9,961</i>	<i>12,390</i>	<i>2,429</i>	<i>24.3%</i>	<i>11.1%</i>
TOTAL	10,499	12,860	2,361	22.5%	10.9%

¹ Percent of all persons employed, county-wide.

Source: Mundie & Associates based on ABAG, "Projections 1985."

¹ Percent of all persons employed, county-wide.

Source: Mundie & Associates based on ABAG, "Projections 1985."

Figure 8-2: Job Growth in Petaluma, by Industry, 1980 - 1985.

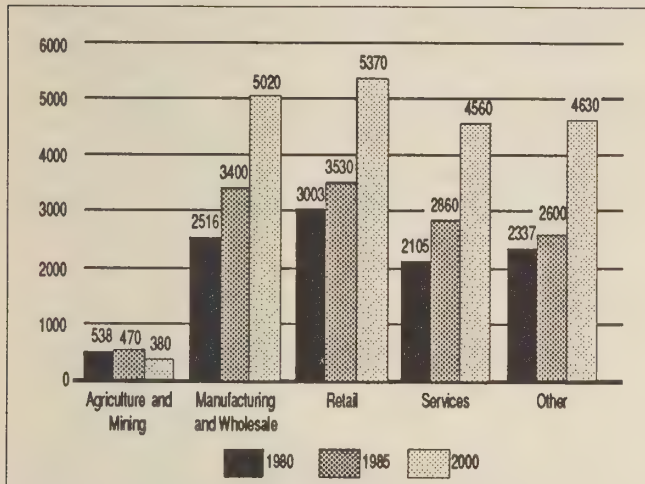


Figure 8-3: Current and Projected Number of Jobs in Petaluma, by Industry, 1980 - 2000.

8.3 OBJECTIVES, POLICIES, AND PROGRAMS

EFFICIENT USE OF INDUSTRIAL LAND

Objective (a): Reserve industrially-zoned areas primarily for workplace uses.

The supply of land suitable for industrial and major office development is limited. To preclude these lands from being used inappropriately or inefficiently, two policies and four programs have been adopted:

Policy 1 and Program 1 encourage the use of industrial lands primarily for economic base employment — activities that contribute to local income by manufacturing

products or providing services for sale outside of Petaluma. Policy 2 and Programs 1.1, 2, and 3 encourage these lands to be developed for industrial purposes, since other lands that have been designated for commercial, commercial service, and retail use are in ample supply.

Policy 1: *The City should encourage the development of industrial lands primarily for economic activities that contribute to local employment and income.*

Program (1) *In reviewing development plans for industrial and major office development, encourage the use of floor space for production of goods and services for markets outside Petaluma by limiting, to a small share of total gross floor area, space used to provide goods and service for local consumption.*

Policy 2: *Retail uses that appear likely to attract customers from outside the immediate area should be excluded from industrially-zoned areas so as to discourage use of industrial lands for retail, personal services, and other local consumption for which other land use categories have been designated.*

Program (1.1) *Permit in industrially-zoned areas only those commercial uses that provide either business and professional services directly supportive to workplace uses, or convenience goods and services (including eating places) needed by local industrial workers, and restrict retail outlets in connection with manufacturing.*

Program (2) *The City shall review, and amend as necessary, the permitted and conditional uses in the appropriate sections of the zoning ordinance to ensure that lands zoned for light industry and offices are developed predominantly in workplace uses.*

Industry	Petaluma ¹		Aggregate Change	1985-2000 Percent Change	Petaluma's Employment as a Percent of County's ²	
	1985	2000			1985	2000
Declining Sectors						
Agriculture & Mining	470	380	-90	-19.1%	7.9%	7.8%
Growing Sectors						
Manufacturing & Wholesale	3,400	5,020	1,620	47.6%	13.4%	13.0%
Retail	3,530	5,370	1,840	52.1%	14.0%	13.4%
Services	2,860	4,560	1,700	59.4%	9.2%	9.7%
Other ³	2,600	4,630	2,030	78.1%	8.5%	10.5%
<i>Subtotal</i>	<i>12,390</i>	<i>19,580</i>	<i>7,190</i>	<i>58.0%</i>		
TOTAL	12,860	19,960	7,100	55.2%	10.9%	11.4%

¹ City sphere of influence ² Percent of all persons employed, county-wide.
³ "Other" includes construction; F.I.R.E. (finance, insurance, and real estate); transportation, communications, and utilities; and government.
Source: Mundie & Associates based on ABAG, "Projections 1985."

Figure 8-4: Projected Job Growth in Petaluma, by Industry, 1985 - 2000.

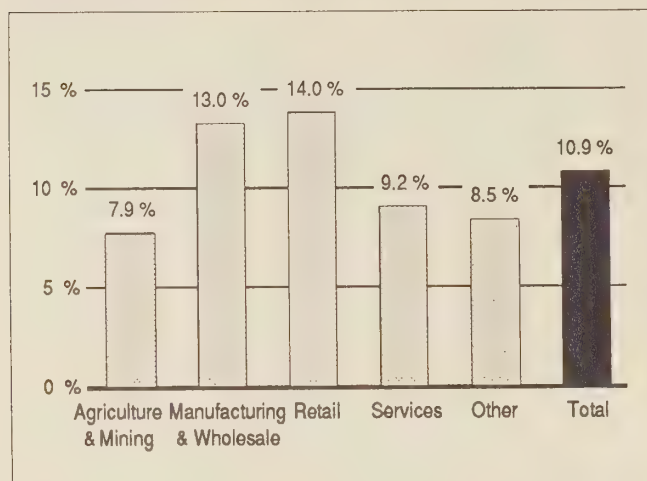


Figure 8-5: Petaluma's Employment as a Percent of Sonoma County's Employment, by Industry, 1980.

Program (3) Amend the Zoning Ordinance to specify those retail uses that may be allowed in industrial districts with conditional use permits.

The three programs above not only will preclude the development of retail and other local-serving uses in areas designated for increasing the local employment base; they also will reduce the amount of traffic generated by the employment areas.

MORE JOBS

Objective (b): Increase the employment density of Petaluma workplace development by gradually increasing the density of new industrial development from its 1986 level (± 14 employees per ac.) by 25 percent every 5 years to approximately 35 employees per acre in new industrial development at the end of the 20-year planning period.

Petaluma's industrial lands should be used as efficiently as possible. Average employment density should build over time through a substantial increase in the employment density of new workplace uses (both industrial and office). Economic expansion activities should focus on industrial and office uses with higher employment density than has prevailed in Petaluma in the past.

Policy 3: Petaluma shall pursue economic expansion with emphasis on labor intensive employment activities.

Policy 4: Create incentives and rewards to attract to Petaluma workplace uses that meet employment density criteria set by this Plan.

Program (4) Establish an Economic Development Commission (EDC) to seek economic development

projects for Petaluma and to draft and recommend incentives and methods for realizing those projects.

Program (5) Continue to participate in the Industrial Development Bond Program, limiting program eligibility to potential employers with a density in employees per acre at least equal to the City's current employment density.

Program (6) The EDC will encourage the development of professional and administrative offices and aggressively seek major office projects for Petaluma.

Altering the mix of workplace uses will increase the share of administrative offices and increase employment density.

Program (7) Review the design of new industrial development to assure that increases in employment density can take place over time.

With new development and with intensification of land use, land values will rise in Petaluma. Sites initially developed at relatively low densities will be converted to higher density uses, if the site and building plans can accommodate the increases in parking brought on by the intensification, or if alternative TSM measures are implemented.

Objective (c): Provide for the continued expansion of employment at a minimum rate of 750 full-time jobs annually.

Employment growth of the Petaluma planning area should not fall below the recent expansion rate of approximately 500 jobs annually, with attention paid to the relationship between new employment and the residence location of the employees. In particular, the City should seek new jobs that employ Petalumans so as to increase the number of people who both live and work in Petaluma.

Policy 5: The City shall formally consider the adequacy of economic development efforts on an annual basis.

Policy 6: The City shall actively attempt to increase the number of persons who both work and live in Petaluma.

Policy 7: The City shall actively encourage new industries that will employ Petalumans.

Policy 8: The City shall take action to provide the infrastructure necessary to locate new businesses that have been targeted for recruitment by the EDC.

Program (8) The Community Development and Planning Department will establish reporting procedures for new development to provide information concerning the number of new employees and the overall employment density of new office and industrial projects.

Program (9) *The EDC will prepare an annual report to the City Council on Petaluma's economic development, including statistics on new job creation and summarizing economic development efforts. (A month will be designated for receipt of this annual report.)*

Program (10) *Encourage employers to locally advertise new job opportunities and skill requirements.*

Program (11) *Encourage voluntary agreements to give hiring preference to local residents.*

Program (12) *Encourage coordination among employers, developers, and training institutions to improve the match between emerging job opportunities and training programs.*

Program (13) *Identify sites available for office/commercial/industrial complexes that meet expansion needs of businesses targeted for recruitment by the EDC.*

Program (14) *Provide capital improvements and public services needed to complement job growth.*

Assurance of adequate infrastructure is of particular importance to recruiting new businesses.

Program (15) *Restructure approval procedures to minimize costly delays.*

Program (16) *Provide information to private decision makers (including industrial developers and realtors) on sites, services, amenities, housing availability and the City's commitment to provide needed facilities and to reduce project approval time.*

Policy 9: *The City shall maintain an adequate stock of industrially-zoned land to meet short-term demand.*

Program (17) *If the stock of industrially-zoned land is found, in any year, to have fallen below a total representing the amount absorbed in the preceding eight-year period, the Planning Commission will take appropriate action to redress the situation.*

Program (18) *Statistics on the availability of industrially-zoned land will be included in an annual report on economic development presented to the City Council.*

MIXED USE

Objective (d): *Provide opportunities to create combined "living and working" environments.*

In order to expand the variety of economic opportunities in Petaluma and to enhance the City's potential for "home-grown" business and industry, Petaluma should provide opportunities for combined "living and working" (mixed

use) environments. Openness to economic activities of this type can enhance Petaluma's potential for development of new products and services and broaden the range of local residents' choices about how to earn their livelihood.

Policy 10: *The City shall strive to make land available for effective residential/workplace (mixed use) developments.*

Program (19) *Investigate the desirability and feasibility of mixed uses and map specific areas for these developments.*

FISCAL IMPACT

Objective (e): *Focus future City policymaking on the relationship between workplace uses and Petaluma's fiscal condition.*

Petaluma's economic development should enhance rather than be a burden on local fiscal resources. New economic development should recompense its own capital cost and generate an excess of revenue over operating costs.

Policy 11: *Continue to require new industrial projects and commercial centers to pay the capital, operating, and maintenance costs of development.*

Program (20) *As part of any environmental assessment, require a fiscal impact analysis of major new industrial and office development.*

The City will use these analyses to determine whether costing and exaction methods accurately reflect the fiscal impact of employment projects.

Program (21) *The City's Finance Officer will conduct an analysis of tax revenues generated by Petaluma workplace uses to determine what kinds of employment are most advantageous to Petaluma.*

SMALL BUSINESS

Objective (f): *Encourage small and locally-owned businesses.*

Studies of job creation in San Francisco and elsewhere have found that small businesses create the majority of new jobs. Small businesses also contribute to economic diversity, which expands workers' job opportunities and provides resilience during economic downturns. Locally-owned businesses provide economic strength because they are more likely than outside firms to seek local sources of materials and supplies and to reinvest locally.

Policy 12: *The City Planning Commission shall propose City policy encouraging home occupations and home-based work.*

Program (22) *Review the Zoning Ordinance, and amend it if necessary, to implement City policy regarding home-based work.*

Program (23) *The EDC will study Petaluma's small businesses to determine the factors that encourage and discourage small businesses from seeking Petaluma locations; to profile Petaluma's existing small business community; and to make recommendations for actions the City can take to encourage small business.*

(Program number 24 is reserved for future use.)

TAX REVENUES

Objective (g): *Maintain and expand Petaluma's existing retail base.*

Petaluma's economic vitality and fiscal health can be strengthened by a more robust retail sector. Petaluma's existing retail base and the existing scale of retail development, including auto sales, should be maintained and expanded.

Policy 13: *Cluster retail and related uses so that they are concentrated rather than dispersed.*

Program (25) *The City will prepare an inventory of vacant commercially-zoned parcels fronting on major arterials, and will estimate the annual absorption of such parcels in order to advise the Planning Commission regarding the adequacy or excess of commercial zoning in those locations.*

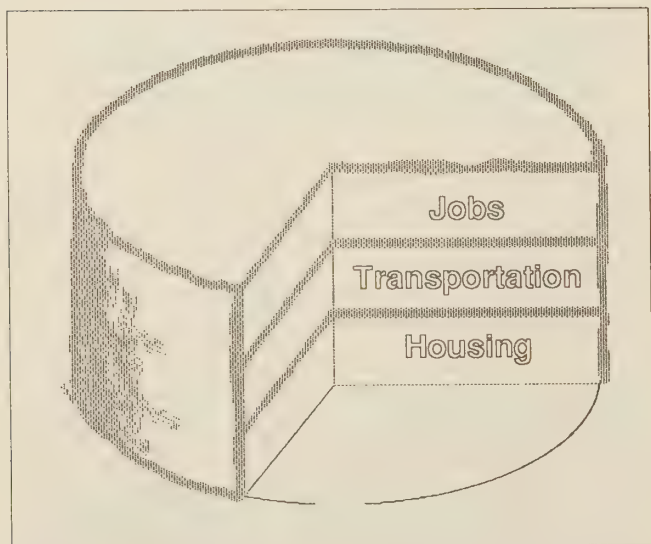


Figure 8-6: *Jobs, housing, and transportation are all layers of the same cake. You can't deal with one layer without dealing with the others.*

Program (26) *City agencies will cooperate with the Chamber of Commerce and other local organizations in supporting promotional activities that emphasize Petaluma retailing.*

Program (27) *In order to encourage new retail and commercial uses to locate in appropriately zoned areas, require applicants for new retail and related commercial uses to find existing zoned sites.*

Program (27.1) *Except for neighborhood commercial in new residential areas, the supply of existing commercial and retail sites should not be expanded in the first ten years of the twenty-year planning period.*

Policy 14: *Take steps to maintain and expand existing auto dealerships.*

Policy 14.1: *Study the feasibility of auto sales-and-service malls.*

The automotive sales and service sector accounts for roughly twenty percent of Petaluma's sales tax revenues—the greatest contribution of any single retail sector. The continued vitality of this element of Petaluma's retail economy is important to the City's fiscal stability.

Program (28) *The EDC will inventory existing auto dealerships in Petaluma and prepare a status report to the City Council setting forth information on tenure, length of leases, adequacy of available space, desire for expansion and/or relocation, and other factors bearing on the continued viability of the dealerships.*

Program (29) *If necessary, the EDC will develop a plan for the maintenance and expansion of Petaluma's auto sales sector, including a plan for the aggregate relocation of these businesses to a site readily accessible and visible from U.S. 101.*

TOURISM

Objective (h): *Encourage growth in tourism at a minimum rate of 5 percent annually above inflation.*

Tourism contributes to the vitality of the community by providing revenue to local businesses, thereby expanding choices available to local consumers as well. Because expansion of tourism at a rate in excess of inflation will strengthen Petaluma's economic base, encouraging tourism is a public purpose.

Policy 15: *City agencies and departments shall encourage tourist activity as a public purpose to be supported by their decisions and actions.*

Program (30) *The City will prepare a Tourism Element of the General Plan.*

The new element will be a vehicle for coordinating public and private efforts to enhance Petaluma as a visitor center.

Program (31) *The City will work with the Petaluma Chamber of Commerce, the Sonoma County Convention and Visitors Bureau and other organizations to promote tourism in Petaluma.*

(Program numbers 32, 33, and 34 are reserved for future use.)

Program (35) *Establish a statistical measure for estimating the level of tourism.*

REINFORCE DOWNTOWN'S CHARACTER

Objectives:

- (i) *Reinforce the unique character of downtown.*
- (j) *Emphasize downtown's traditional role as the community's major commercial center.*
- (k) *Preserve the present level of concentration.*
- (l) *Attract visitors and shoppers downtown.*
- (m) *Enliven the City's public and cultural life.*
- (n) *Lengthen the time that visitors spend in the city.*

Downtown is that part of Petaluma's central area in which business and retail uses are most highly concentrated. It is defined by the boundaries of the "AB 103 assessment district", Figure 8-7.

Strengthening Petaluma's downtown will serve a number of public and community objectives. It will help draw shoppers and visitors downtown, it will lengthen the time that visitors spend in the city, it will encourage local residents to shop downtown, and it will contribute to enlivening the city's public and cultural life.

Successful revitalization would reinforce the unique character of the community in future downtown development, emphasizing downtown's traditional role as Petaluma's major commercial center and preserving the sense of concentration of stores and businesses in downtown.



Figure 8-7: Map of Downtown Boundaries.

Policy 16: *Future Central Business District (CBD) development shall respect and be compatible with the existing scale and historic and architectural character of downtown.*

Policy 17: *The City shall make every effort to assure that ground floor sidewalk frontage is used for retail stores and personal services.*

Policy 18: *The land use and design decisions of the Petaluma Community Development Commission (PCDC) and the Site Planning and Architectural Review Committee (SPARC) should reinforce the pedestrian scale and character of the downtown.*

Policy 19: *The City shall encourage owners of downtown buildings to improve building exteriors consistent with the historic and visual character of downtown.*

Program (36) *The PCDC should establish incentive programs for the rehabilitation and upkeep of older buildings.*

One such program might provide matching funds. Another could waive code requirements (other than those that deal with safety) during a specific time period (“window”) for those who rehabilitate buildings of agreed-upon historic and architectural merit.

RETAIL AND BUSINESS CONCENTRATION

Policy 20: *The PCDC should attempt to attract new specialty retailers, assist retail businesses, and generally support the expansion of retailing downtown.*

Policy 21: *The PCDC should seek additional office and business or personal service uses for downtown that are compatible with and supportive of retailing.*

Policy 22: *The PCDC should seek to reduce land use incompatibilities while at the same time improving the mix of uses.*

Program (37) *Use redevelopment powers to assemble land to provide sites for new development.*

One of downtown's problems is a heterogeneous land use pattern, which includes incompatible uses, vacant parcels, and underutilized space. As opportunities arise to address these problems through a timely purchase of property, the redevelopment agency should do so. Purchased sites can then be redeveloped with stronger and more compatible uses.

Program (38) *Establish a landbanking program to acquire and hold CBD and CBD-fringe sites.*

Such sites can be purchased as opportunities present themselves, and when available at acceptable cost. The sites can later be sold or otherwise disposed of when suitable development opportunities arise in accordance with policies established for downtown.

Program (39) *The PCDC should identify major new sites for office development in the area bounded by Lakeville Street, Madison Street (extended to the Petaluma River), the river, and D Street.*

Offices in this area would be easier to reach by car than those on the west side of the river. At the same time, their proximity to the downtown core could strengthen retail businesses there. One of the first tasks of the proposed Economic Development Commission could be to analyze the feasibility of using the City's redevelopment powers to assemble sites and to help finance public improvements for office parks in that area.

Program (40) *Do not expand the downtown core beyond the area of the AB 103 assessment district shown in Figure 8-7.*

For downtown to function as a cohesive economic unit, and in particular an effective retail unit, it must remain concentrated and “walkable.”

ATTRACT SHOPPERS AND TOURISTS

Policy 23: *The City shall make every effort to make downtown attractive to shoppers and tourists.*

Policy 24: *The City shall support public programs, amenities, and downtown improvements that will attract new visitors to Petaluma.*

Program (41) *The PCDC or the Main Street Project should analyze downtown's retail potential.*

The focus or direction of retail revitalization will be more clearly determined via market analysis, which could provide information needed to “target” certain kinds of shops or businesses for downtown locations in the short run, and to develop a strategy (a market “niche”) for the downtown as a whole in the long run.

Program (42) *Encourage use of City redevelopment funds as necessary to complete planned public improvements.*

MAINTAIN AGRICULTURE-RELATED BUSINESSES

Objectives:

(o) *Minimize loss of agriculture-related businesses attributable to growth and development in Petaluma.*

(p) *Assist agriculture-related businesses to expand and/or relocate in Petaluma.*

Policy 25: *Petaluma shall recognize the importance of agriculture-related business to the City, to the subregion and to the region by supporting the continuation of agriculture and ag-related enterprises in and around Petaluma.*

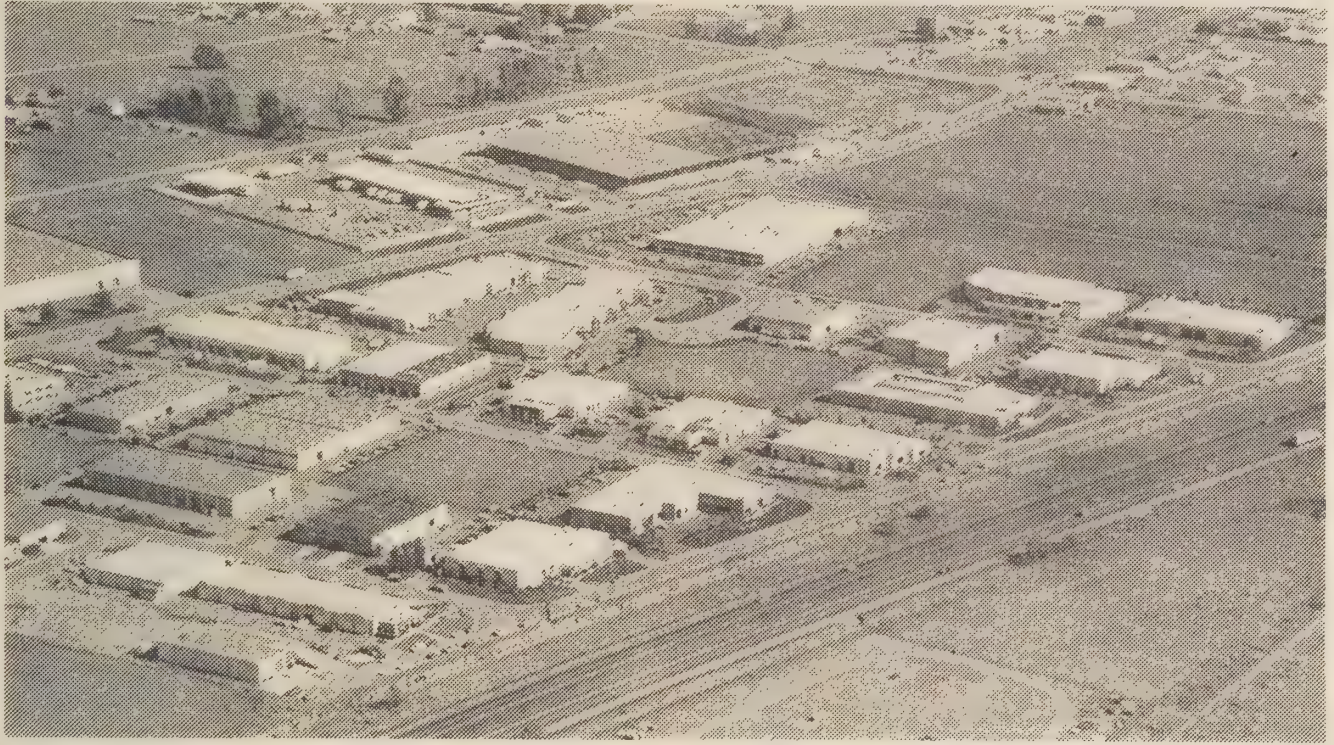
Policy 26: *The City, at the initiation of the landowners, shall use redevelopment powers when necessary to assist agricultural support businesses.*

Program (43) At the initiation of owners, the City may use redevelopment powers to assist major agriculture-related businesses to expand and/or relocate in Petaluma.

Program (44) The EDC will develop a program to assist agriculture-related businesses in Petaluma in obtaining low cost loans .

Program (45) Track the viability of the ag-related sector of the local economy by monitoring annually the number of employees and gross sales of agricultural support businesses.

Program (46) Meet with representatives of agricultural support businesses at least annually to receive recommendations on what the City can do to increase their viability.



Industrial buildings along North McDowell Boulevard. U.S. 101 Freeway crosses the photograph in the right foreground.

Figure 8-8: Guide to Economic Goals, Objectives, Policies, Programs, and Implementation

Objective	Policy	Program	Body Responsible for Implementation ¹									
			CC	CM	PD	PW	PR	PC	EDC	PCDC	SP	FI
Goal 1: Provide Jobs for Petalumans												
a	1, 2	1	•		•			•				
a	1, 2	1.1										
a	1, 2	2	•					•				
a	1, 2	3	•					•				
b	3, 4	4	•									
b	3, 4	5		•								
b	3,4	6							•			
b	3, 4	7						•				
c	5, 6, 7, 8	8			•							
c	5, 6, 7, 8	9							•			

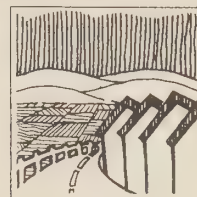
(Guide continues on page 76.)

Figure 8-8: Guide to Economic Goals, Objectives, Policies, Programs, and Implementation (continued)

Objective	Policy	Program	Body Responsible for Implementation ¹									
			CC	CM	PD	PW	PR	PC	EDC	PCDC	SP	FI
Goal 1: Provide Jobs for Petalumans (continued)												
c	5, 6, 7, 8	10			•			•				
c	5, 6, 7, 8	11			•			•				
c	5, 6, 7, 8	12			•							
c	5, 6, 7, 8	13							•			
c	5, 6, 7, 8	14	•									
c	5, 6, 7, 8	15						•				
c	5, 6, 7, 8	16							•			
c	9	17			•			•				
c	9	18							•			
d	10	19						•				
e	11	20						•				
e	11	21							•			
f	12	22	•					•				
f	12	23										•
Goal 2: Enhance retailing, sales tax revenues												
g	13	25	•		•			•				
g	13	26	•	•	•	•	•					
g	13	27	•		•			•				
g	13	27.1										
g	14, 14.1	28			•							
g	14, 14.1	29							•			
Goal 3: Encourage tourism in Petaluma												
h	15	30							•			
h	15	31	•	•	•	•	•					
h	15	35			•							
Goal 4: Enhance Downtown; encourage economic growth												
i,j	16, 17, 18, 19	36									•	
k	20, 21, 22	37									•	
k	20, 21, 22	38									•	
k	20, 21, 22	39									•	
k	20, 21, 22	40									•	
l,m	18, 23, 24	41									•	
l,m,n	18, 23, 24	42									•	
Goal 5: Encourage agriculture-related business												
o,p	25, 26	43									•	
o,p	25, 26	44	•								•	
o,p	25, 26	45	•								•	
o,p	25, 26	46							•			

Notes:¹ CC: City Council CM: City Manager PD: Planning Department PW: Public Works Dept.
PR: Parks & Rec. Comm. PC: Planning Comm. EDC: Econ. Dev. Comm. FI: Finance Dept.
SP: Site Planning & Architectural Review Committee

9. HOUSING



NEEDS AND GOALS

Petaluma has a rich variety of housing. Single-family homes on individual lots make up the majority of the houses, ranging from 19th century Victorians on the West Side to suburban ranch homes on the East Side. Most of the latter have been built since 1960. The housing mix and history are important in considering the future of housing needs and neighborhood identity in Petaluma.

Petaluma's housing policies and programs address the perceived needs for housing the city's population. The commitment to the citizens of Petaluma is real, yet the City also recognizes that it may have difficulty meeting all its identified needs. This Housing Chapter articulates Petaluma's hopes for the city's housing supply in light of current constraints to housing development, markets, and affordability. It establishes a framework to guide decision-making and an action program for the City to use in resolving its housing needs.

The requirements of State Government Code Section 65583 are addressed by this chapter. The format is different from other chapters in this General Plan, in that it follows very specific State guidelines with respect to data to be gathered and examined and subjects to be covered. In addition, the programs under Section 9.8 list the bodies responsible for implementing the programs, indicate when the programs are to be undertaken during the 20-year term of this Plan, and provide a "housing unit count" for affordable housing, rehabilitation, or replacement.

Petaluma residents participated in drafting this housing chapter through the subcommittee process described in the Introduction (Chapter 2, Section 2.3). The 1982-83 Housing Element is evaluated in Section 9.1 and in the introduction to Section 9.8. Sections 9.2-9.7 review the current and projected status of the housing supply and its relationship to the various kinds of housing needed by a cross-section of Petalumans.

The single goal of this chapter is to *achieve an adequate supply of safe, decent housing for all Petalumans*. The objectives, policies and programs in Section 9.8 focus on three major issues: housing variety, housing opportunity, and housing quality.

9.1 THE 1982-83 HOUSING ELEMENT EVALUATED

This chapter of the General Plan replaces the 1982-83 Housing Element. In the three years after its adoption, 1,654 housing units were built, bringing the total housing stock to 14,766 on September 1, 1985. (The 1982-83 housing element projected the housing stock would be 14,197 dwelling units by 1985.) The percentage of rental units of the total constructed (45.5%) has maintained an adequate stock of rental housing to meet Petaluma's needs. No apartment units have been converted to condominiums.

Of the 1,654 total new housing units, 182 (11.0%) were designed to be affordable specifically to senior citizens and lower income households. Their construction can be attributed to the inclusionary provisions of the 1982-83 housing element, to tax-exempt financing for new construction, and to density bonuses and rapid permit-processing which have assisted non-profit developers such as Petaluma Ecumenical Projects and Burbank Housing Corporation.

Further, the sale of mortgage revenue bonds has provided construction and take-out financing for 594 rental units and mortgage financing for approximately 50 ownership units in 5 housing projects.

9.2 EXISTING NEED

LEVEL OF PAYMENT COMPARED TO ABILITY TO PAY

Providing adequate housing for a variety of income groups has become increasingly difficult. Housing costs escalated significantly during the past few years because of higher construction costs and high demand, with the result that families of low and moderate income were priced out of ownership housing and were left to fend in the rental market. This section looks at housing affordability by examining housing prices and the ability of households of different income ranges to afford the housing being built in Petaluma.

AFFORDABLE HOUSING is that capable of being purchased or rented by a household with very low, low, or median income, based on the household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing, including taxes and insurance (and utilities, in rental housing) ■

PRICE OF HOUSING. Housing in Petaluma is comparable in cost to the county average, but does not cost as much as the average California home. *Year To Date Statistics* provided by Golden Land Realty, Petaluma, show that in 1985 Petaluma prices averaged \$108,200: \$107,000 on the East Side and \$116,700 in the older West Side neighborhoods. (See also Figure 9-4 for 1986 prices in specific developments and areas.)

The range in rental rates for various size units in 1985 is shown in Figure 9-1, below. The lowest rent available was \$180 for a studio apartment. The average rent for a two bedroom apartment was \$521.

	Low	High
Studio	\$180.00	\$231.00
One Bedroom	\$199.00	\$565.00
Two Bedroom	\$226.00	\$650.00
Three Bedroom	\$500.00	\$750.00

Source: Petaluma Community Development and Planning Department, August, 1985. The survey covers large apartment complexes and is therefore not a complete tally of all rental units.

Figure 9-1: Apartment Rent Ranges in Petaluma, 1985.

HOUSEHOLD INCOMES. There were an estimated 14,155 households in Petaluma in January, 1985. Figure 9-2 shows the ABAG estimates of household income distribution in Petaluma for 1980 and projected to 1990.

HOUSEHOLD INCOME DEFINITIONS. Very low income households are those households earning less than 50% of median income. Low income households earn less than 80% of median income. Moderate income households earn between 80 and 120% of median income. Above moderate income households earn over 120% of median income. The median income (100%) in Sonoma County in 1985 was \$30,500 ■

Low-income and very low income households have considerable difficulty finding affordable housing. The 1980 U. S. Census indicates the number and percentage of all households in each income group which paid more than 30% of their gross annual income for housing. (See Figure 9-2, opposite page.) In terms of *renter* households in 1980, 89.0% of the very low income and 51.4% of the low income paid more than 30% of their incomes for housing. Applying these percentages along with ABAG's estimated percentage of low and very low income households in Petaluma, 3,150 (of 3,539) very low income households and 1,237 (of 2,406) low income families are paying over 30% of their monthly income for housing.

While household incomes have been rising gradually, they have not kept pace with the rapidly escalating costs of housing. Figure 9-3 indicates affordable rents for various income levels. There are not enough apartments of any size in Petaluma, renting for less than \$381, which would be affordable to very low income families. The twenty-five percent of Petaluma households projected to earn less than 50% of median income in 1990 will be limited in their choice of housing.

Figure 9-4 shows the household income required to afford the monthly costs of a mortgage on a newly purchased home. A median income family can barely afford the minimum priced unit in Petaluma, and only with a 9% (or lower) loan. A moderate income household can afford a Park Place condominium or a McDowell Meadows 3-bedroom house, and possibly an East Side "resale." Only the above moderate income household can afford to buy a Morning Star duplex or the typical West Side "resale." Many homes in Petaluma are affordable because they have been occupied over a long period and benefit from very low fixed mortgage interest rates. Also, there are households living in homes for which the mortgages are completely paid.

SPECIAL NEEDS. Some population subgroups such as the **elderly and handicapped, large families, farmworkers, and female-headed households** have special housing needs which may not be addressed by the conventional housing market. As required by State guidelines, these are discussed below, along with **emergency shelter** needs.

ELDERLY AND HANDICAPPED HOUSEHOLDS. 2,162 households were headed by persons 65 years and over in 1980. Of these, 604 were renter households and 237 households were below the poverty level. The number of handicapped household heads is unknown. The number of persons with a work disability in 1980 was 1,847. Of these, 655 were in the labor force in some capacity. 723 persons had a public transportation disability, 388 of whom were persons 65 years and older. The elderly and handicapped may need specially designed units in proximity to community amenities, or lower income affordable housing because they are on fixed incomes.

Relation to Median ¹	1980	Overpaying ²	1990
Very Low Income	23%	72.6%	25%
Low Income	16%	44.6%	17%
Median Income	22%	24.0%	22%
Moderate Income	39%	9.0%	36%

¹Very Low Income households were calculated for incomes from \$0-9999, = below 47.4% of Petaluma median income of \$21,103 in 1980; Low Income for \$10,000-14,999, = below 71% of 1980 Petaluma median income; Median Income for \$15,000-19,999, = below 94.7% of median; and Moderate Income for households earning above \$20,000. These four categories are approximately equivalent to those in Table 9-3 which rely on a 1985 County-wide median income of \$30,500.

²The percentage of households in each income category paying over 30% of the gross income for housing.

Source: U. S. Census, 1980; ABAG, *Housing Needs Determinations*, December, 1983.

Figure 9-2: Household Income Distribution in Petaluma, as a Percentage of Total Population, 1980 and 1990.

Relation to Median	Income	Monthly Rent
Household at or below 50% (Very Low Income)	\$15,250	\$381.25
Household at or below 80% (Low Income)	\$24,400	\$610.00
Household at or below 100% (Median Income)	\$30,500	\$762.50
Household at or below 120% (Moderate Income)	\$36,600	\$915.00

Source: Knox Associates, based on HUD Median Income for a family of four (\$30,500), October 1985.

Figure 9-3: Affordable Rents in Sonoma County, 1985.

LARGE FAMILIES. Approximately 1,484 households (12% of the total occupied dwelling units) contained five or more occupants in 1980. The 1982 County Housing Assistance Program estimated that large families comprised 31.6% of the owner- and 18.3% of the renter-households requiring assistance. With average household sizes declining, the housing concerns traditionally ascribed to large families are becoming less important from a public policy viewpoint. The typical indicator of problems associated with large families is overcrowding (defined below). This does not appear to be a problem in Petaluma given the small number (270) and percentage (2.2%) of overcrowded households reported in the 1980 Census.

FARMWORKERS. Farmworkers have a difficult time finding and affording housing due to a combination of limited English language skills, large family size and low household incomes, and a consequent inability to obtain housing loans. Reliable data on the size of the farmworker population and its housing needs is hard to obtain for the agricultural areas immediately surrounding Petaluma. The California Human Development Commission (CHDC) provided estimates for the County of 4,200 "documented," year-round farmworker households in 1984. CHDC also

estimates that for every documented farmworker household there are 2-3 undocumented migratory households, or as many as 8,400-12,600 additional households during peak periods of agricultural activity (Sonoma County Housing Element, Draft, 1985).

FEMALE-HEADED HOUSEHOLDS. The 1980 Census showed 7.0% of the households with children under age 18 were single-parent households. In 1980, 118 single-parent households with children under the age of 18 were headed by males, and 750 were headed by females. Of the 750 female-headed households, 176 were considered below the poverty level at that time.

Female-headed households often need housing with more than two bedrooms (for example, if they have two pre-teens of opposite sex) and with outdoor play space. To the extent that such units can not be found among rentals, affordable ownership units may be able to answer the need. In general, housing for single parents with children should be situated near recreational programs to answer the need for supervised after-school activity for the children. Female-headed households may also need financial assistance in order to keep homes they purchased prior to divorce and a subsequent decrease in income.

Petaluma General Plan

Price	Interest Rate	Monthly Payment ¹	Income Required ²	Income as a % of Median ³
\$140,000 (Typical 3-BR West Side Resale)	9% 10% 11%	\$1,189 \$1,281 \$1,375	\$47,560 \$51,240 \$55,000	156% 168% 180%
\$119,500 (Morning Star 3-BR Common-wall Duplex)	9% 10% 11%	\$1,015 \$1,093 \$1,174	\$40,600 \$43,720 \$46,960	133% 143% 154%
\$114,000 (Typical 3-BR East Side Resale)	9% 10% 11%	\$968 \$1,043 \$1,120	\$38,720 \$41,720 \$44,800	127% 137% 147%
\$102,600 (McDowell Meadows Single-Family 3-BR detached)	9% 10% 11%	\$871 \$939 \$1,008	\$34,840 \$37,560 \$40,320	114% 123% 132%
\$97,950 (Park Place 3-BR Condominium)	9% 10% 11%	\$832 \$896 \$962	\$33,280 \$35,840 \$38,480	109% 118% 126%
\$90,000 (Minimum price for any unit in Petaluma)	9% 10% 11%	\$764 \$823 \$884	\$30,560 \$32,920 \$35,360	100% 108% 116%
NOTES: ¹ Assumes 10% down payment; includes monthly property tax and insurance impounds of 0.125% of the purchase price. ² Income required for monthly payments to equal 30% of gross monthly income (GMI). ³ Based on 1985 Sonoma County Median Income of \$30,500.				
Source: Petaluma Community Development and Planning Department; and Knox Associates, 1986.				

Fig. 9-4: Household Income Required to Qualify for a Mortgage for Examples of Petaluma Homes in 1986.

EMERGENCY SHELTER. The housing needs of the homeless are more difficult to measure and assess than those of any other population subgroup. An August 1983 report by the Emergency Shelter Task Force of the Sonoma County Council for Community Services showed that 29 agencies received requests for emergency shelter during the month of January, 1983. The total number of persons requesting assistance was 534 (Sonoma County Housing Element).

Petaluma's only emergency shelter, "the little white house" run by Petaluma Fish, was condemned in 1986 and no longer exists. Petaluma Fish received a monthly average of 3.1 requests for assistance during the first ten months of 1986. Single men are referred to the rescue mission in Santa Rosa. Battered women are referred to Manna House in

Santa Rosa. The incidence of repeat clients is not high.

Indications are that Petaluma may in the future experience a high volume of requests for emergency shelter. The City needs to consider what kind of service can be provided in the future, and by whom.

HOUSING CONDITION

AGE AND TYPE OF HOUSING. In 1985, 80% of all housing units in Petaluma were single-family detached homes. Figure 9-5 shows the mix of dwelling unit types.

Figure 9-6 shows the percent of dwelling units by age. The majority of newer housing is concentrated on the East Side.

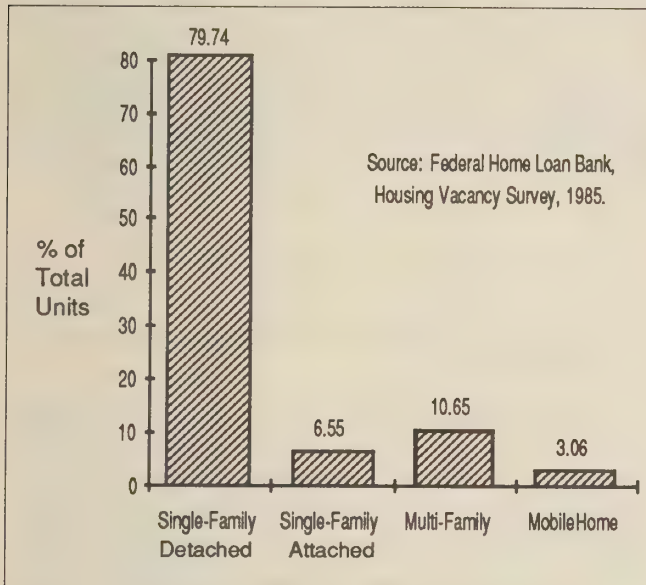


Figure 9-5: Dwelling Unit Mix as a Percent of Total.

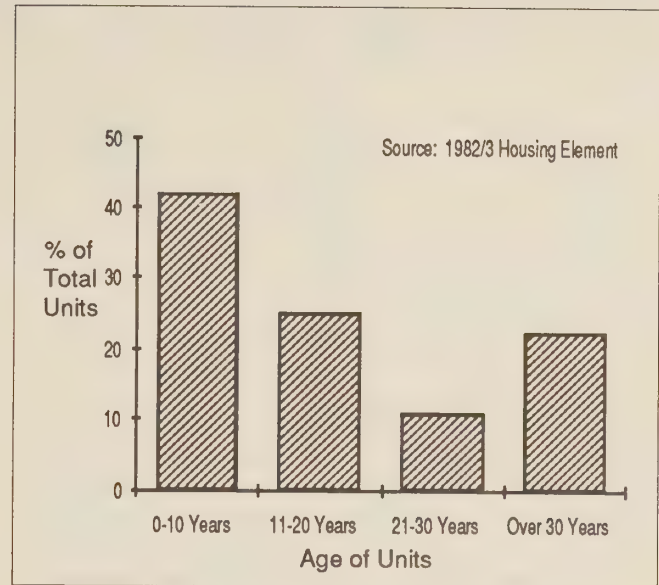


Figure 9-6: Percent of Dwelling Units by Age, 1980.

THE OWNER-RENTER DISTRIBUTION in 1980 was 68% owners and 32% renters. The Community Survey (found in the Technical Appendix) was conducted in fall, 1985, and shows that the current ratio may be 70% to 30%. A significant number of single-family units in the city are rentals ■

The vacancy rate for single-family and multi-family housing units has been decreasing. Although vacancy rates in some areas have recently started to climb, in 1985 the vacancy rate in Petaluma was only 1.3% according to the Housing Vacancy Survey published by the Federal Home Loan Bank of San Francisco. (A 5% vacancy rate is considered "normal.") What percentage of vacancies is actually available for sale or rent is unknown from this survey.

REHABILITATION. In 1980, approximately 7% or 878 of Petaluma's 12,540 dwelling units needed rehabilitation, according to the 1982/83 Housing Element. They included both vacant and occupied units, most of which were single-family homes located in Central Petaluma and on the West Side. If this same percentage were applied to the September 1, 1985 dwelling unit total of 14,766, then 1,034 units need rehabilitation.

Very few housing units are lost to demolition or conversion in Petaluma — an annual average of 6 over the past six years. Major emphasis is placed on the restoration and rehabilitation of older homes especially within neighborhoods of pre-1940 dwellings. The City does not plan any major public construction that would require demolition of housing. In fact, the City is moving 15-20 houses from various locations in order to preserve them.

OVERCROWDING. Overcrowding is a reflection of the inability of the householder to afford larger accommodations. An overcrowded household is one in which there is more than one person per room, excluding the kitchen and bathrooms. About 270 households, or 2.2% of the total occupied units, were overcrowded in 1980. It is difficult to say if the problem has become better or worse, because the decreasing household size may have lessened the problem; but the widening gap between demand and supply may have increased the number of overcrowded units. The definition of "overcrowding" may need to be amended in view of the recent trend toward constructing smaller housing units and those with flexible living arrangements. In such units, the total environment can be designed to meet both living and sleeping space requirements in the same area without causing psychological or physical stress to inhabitants.

9.3 PROJECTED NEED FOR NEW CONSTRUCTION

Petaluma's "new construction need" incorporates a share of the regional housing need of persons at all income levels as identified by ABAG. The regional need includes the existing and projected regional demand for housing, taking into account market demand, employment opportunities, availability of suitable sites and public facilities, commuting patterns, and type and tenure of housing. As of September 1, 1985, there were 14,766 dwelling units in the city, an increase of 2,243 units from 1980. (The figure for December 1, 1985 was 14,831 dwelling units, an increase of 2,306 units since 1980. See Figure 4-3 in Chapter 4.)

Year	Dwelling Units	Population
1985 (Jan. 1)	14,327	37,300
1990	16,831	43,310
1995	19,331	50,310
2000	21,831	56,810
2005	24,331	63,310

Source: Knox & Associates, 1986.

Figure 9-7: "Build-out" at 500 DU per Year, 1990-2005.

ANALYSIS OF POPULATION TRENDS

Petaluma grew 36% between 1970 and 1980. Petaluma's continuing growth results from high in-migration in a pattern similar to the county's. Petaluma's population growth from 1960 and projections to 2005 are shown below.

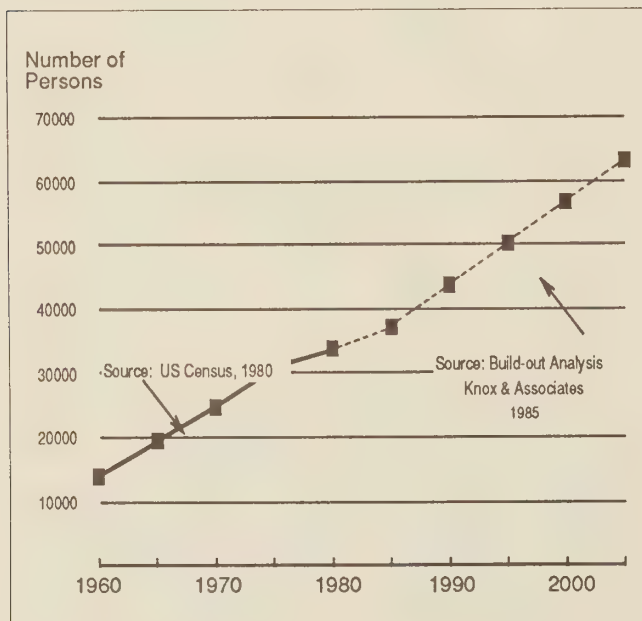


Figure 9-8: Population Growth and Projections to 2005.

Since 1975, Petaluma's population has increased in the "under 18 years" and the "65 and over" age groups as shown in Figure 9-9. The first change reflects the younger population which moved into Petaluma during the 1960's. Age distribution trends can significantly affect the housing market. An increase in young children may increase the number of families looking for detached single-family homes. The increase in elderly population can mean a greater need for housing assistance because of the many elderly on fixed incomes.

Average household size has decreased from 3.19 persons per unit in 1970 to 2.6 in 1980, reflecting the trends toward fewer births and more single-person households.

Year	Under 18	18-64	65 & Over
1970	38%	53%	9%
1975	24%	70%	6%
1980	29%	61%	10%

Source: City of Petaluma, 1982-83 Housing Element

Figure 9-9: Distribution of Population by Age Group in Petaluma, 1980.

Petaluma's population is predominantly Caucasian (93.7% according to the 1980 U.S. Census). The largest minority group is of Spanish origin (5.9% in 1980) although this population is counted as Caucasian in the 1980 Census.

Population in group quarters is minimal. At the time of the 1980 Census, 369 persons lived in group quarters. This number is expected to remain fairly constant.

ANALYSIS OF EMPLOYMENT TRENDS

CHARACTER OF EMPLOYMENT. The North Bay is a growth area in the Bay Region. In 1985, there were 12,860 jobs in Petaluma's "sphere of influence," an increase of 2,400 over 1980 jobs. Approximately 21,000 Petaluma residents were employed in 1985. At least one-third of them commuted outside the county to work.

Petaluma's manufacturing and wholesale economy and the retail sector have experienced the most growth relative to the economy of the county. These areas will likely be large employment sectors in the future.

EMPLOYMENT GROWTH. Between 1985 and the year 2000, the number of locally available jobs in Petaluma's sphere of influence is expected to increase from 12,900 to about 20,000. This is an average of 475 new jobs per year. Petaluma's employment is expected to become more evenly distributed among the major industry groups.

The conclusion of this section is that housing will be needed for an increasingly diverse population. Programs in this chapter are designed to encourage affordable housing as well as executive housing for the managerial/professional class. For those businesses locating in the city that generate a high number of jobs, housing impact studies will be required, and these businesses may be asked to help meet the housing needs for households in the salary range of their employees.

Tables showing the industry and occupation of employed residents, the job growth in Petaluma from 1980 to 1985, and employment projections by industry to the year 2005, can be found in Local Economy, Chapter 8, pages 67 - 70 ■

SHARE OF REGION'S HOUSING NEEDS

According to ABAG's *Housing Needs Determinations* (December, 1983; copy in Technical Appendix), Petaluma needed 5,051 new units between 1980 and 1990, or an average of 505 new units per year. Partly in consideration of this average, the policies of this General Plan are geared to 500 new dwelling units per year. From 1980 to 1985, an average of 300 dwelling units were built each year despite the higher pace of construction allowed. (The growth ceiling was 5% which would have allowed up to 700 units per year). Historically, the growth maximums have never been reached and the growth management system in Petaluma has not been a constraint to housing construction.

ABAG's *Housing Needs Determinations* projects the number of housing units needed to provide shelter for Petaluma households given the expected income distribution of the 1990 population. Figure 9-10 shows the ABAG projected need from 1980 to 1990 and the actual construction from 1980 to 1985, by income category. The number of housing units still needed in each category is shown in the final column.

9.4 LAND INVENTORY

VACANT SITES

An analysis of land suitable for housing development is necessary to determine the availability of land to accommodate a range of housing for all income groups, to aid in making decisions on specific plans or proposals, and to provide for the incorporation of these sites into the General Plan and subsequent rezoning when necessary.

There are about 629 vacant residential acres within the City limits and an additional 1,700 to 1,800 acres within the urban limit line that can be developed residentially. Figure 9-11 shows the vacant residential parcels within the urban limit line for the four analysis sectors. Figure 9-12 is a summary by analysis sector of the vacant residential acreage and the number of single-family and multi-family units that can be built between September 1, 1985, and "Build-out," at densities now planned.

POTENTIAL REDEVELOPMENT SITES

An analysis of vacant land, under-utilized residential land, and vacant commercial and industrial lands was made to determine their suitability for housing development. Figure 9-13 shows the sites that have the greatest potential to accommodate higher density and non-market rate housing. Rezoning in some cases would be necessary prior to development. All of the indicated sites could be served by existing infrastructure.

Income Group and Relation to County Median	Ten-Year Projected Need	Constructed to 9/1/85	Remaining Need, 1986-90
Very Low Income (0-50%) ¹	1,263 (25%)	77 (3.4%)	1,186 (42.2%)
Low Income (50-80%)	859 (17%)	105 (4.7%)	754 (26.8%)
Moderate Income (80-120%)	1,111 (22%)	737 (32.8%)	374 (13.3%)
Above Moderate (over 120%)	1,818 (36%)	1,324 (59.0%)	494 (17.6%)
TOTAL	5,051 (100%)	2,243	2,808. ²

¹ Units for the very low income are built only under very specific circumstances. See Section 9.4, "Affordable Residential Development."

² There is ample opportunity for 2,808 units to be built in the city between 1986 and 1990. See Section 9.5, "Residential Development Control System."

Source: ABAG *Housing Needs Determinations*, December, 1983; Petaluma Community Development and Planning Department.

Figure 9-10: "Fair Share Housing Need" for Petaluma, 1980-1990.



Figure 9-11: Map of Vacant Residential Land Within the Petaluma Urban Limit Line, by Analysis Sector, 9/1/85.

PETALUMA ANALYSIS SECTOR	SINGLE FAMILY DWELLING UNITS (du)	SINGLE FAMILY ACRES	MULTIPLE FAMILY DWELLING UNITS(du)	MULTIPLE FAMILY ACRES	TOTAL DWELLING UNITS THIS SECTOR	TOTAL ACRES	DENSITY IN DWELLING UNITS PER ACRE
1	1,558	312.55	85	3.36	1,643	315.91	5.20
2	127	21.78	1,366	82.93	1,493	104.71	14.26
3	2,234	1088.63	297	28.18	2,531	1116.81	2.27
4	4,619	765.36	881	44.05	5,500	809.41	6.80
TOTAL	8,538	2188.32	2,629	158.52	11,167	2346.84	4.76
PERCENT	76.50 %	93.25 %	23.50%	6.75 %	100 %	100 %	

NOTES: Table prepared 12/11/86. Multi-family densities range from a low of 6.5 du/acre to a high of 21 du/acre. Average density for multi-family is 16.58 du/acre. This table represents "100% build-out" — the number of residential acres available and units expected to be built between September 1, 1985 (the date that residential acres in use, and existing dwelling units, were tabulated) and the year in which "build-out" (total use of the land) occurs. Assumptions used for rate of construction indicate "build-out" will occur between the years 2002 and 2008.

Figure 9-12: "Build-Out" Dwelling Units and Residential Vacant Land within the Urban Limit Line.

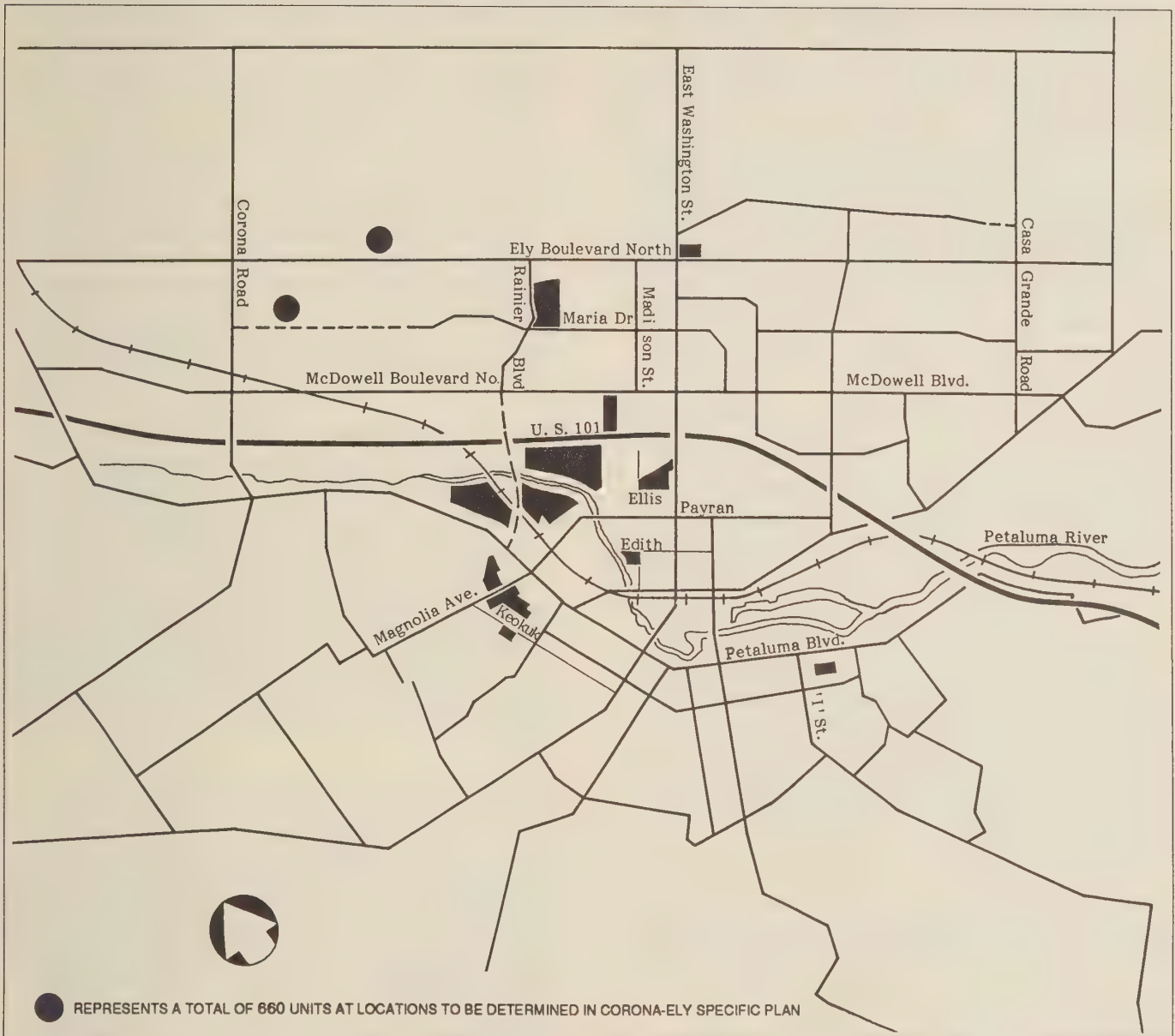


Figure 9-13: Map of Affordable Housing Sites.

AFFORDABLE RESIDENTIAL DEVELOPMENT

All residential sites are considered potential sites for non-market rate housing. Any vacant residential site considered for HUD-assisted housing must meet the HUD Site and Neighborhood Standards and the HUD Property Standards. In addition to the sites having to meet federal and state criteria for assisted housing, the City will review proposals for assisted housing to consider opportunities for the following.

MANUFACTURED HOUSING. There are no separate standards or restrictions for evaluating sites for manufactured housing. At present there are several mobile home parks in Petaluma.

HOUSING FOR THE ELDERLY AND HANDICAPPED.

“Elderly housing” is typically one- and two-bedroom apartments, designed for people 62 years of age and older. Elderly housing can have higher densities than family housing (primarily because of a lower rate of car ownership and less need for open space), and usually includes a few units for the handicapped.

The primary considerations in evaluating sites for elderly housing are proximity to shopping, social services, public transportation and health care. Since efficient management dictates a project of 50-100 units, sites should be a minimum of two acres. The City will also consider compatibility with adjacent development, unit cost, and community acceptance.

Secondary considerations involve proximity to recreation and churches, and the absence of detrimental conditions such as traffic, noise, and industrial use. Several of the sites are flat, which increases accessibility for the elderly and handicapped.

NON-PROFIT DEVELOPERS. Petaluma Ecumenical Projects has been involved in several senior housing projects. The Burbank Housing Development Corporation has sponsored sweat-equity projects where lower-income families can develop equity in a home or purchase for a lower price by doing some of the construction themselves. The City will continue to support the endeavors of various non-profit groups that are meeting the city's housing needs.

REZONING

Rezoning is one way of meeting housing goals and would be necessary if the City decided to develop vacant public lands for housing or to allow residential uses in all commercial zones. Also, any infill sites redesignated for higher densities would require rezoning.

AVAILABILITY OF PUBLIC FACILITIES

The City is limited in terms of infrastructure and financial resources needed to provide water, police, fire, schools, and sewage treatment, and these limitations could restrict housing development. As a standard procedure, fees are assessed on new development in order to meet the costs of providing such services. Within the urban limit line, the City will be able to extend services to all new development provided costs are met.

Development potential will be limited, however, by the additional costs of providing water above existing service elevations in the northeastern and western areas of the city. (See the "Development Constraints Map.") A water service Zone 4 has been recommended for the East Side at elevations above 60 feet.

Improvements to Petaluma's wastewater treatment facility will also be needed to service the growing population. It is likely that higher hookup fees and monthly charges will be needed to pay for the improvements.

9.5 GOVERNMENTAL CONSTRAINTS

GROWTH MANAGEMENT

One of Petaluma's major planning and management tools is the Residential Development Control System. It has operated since 1972 when Petaluma's annual growth rate

was approaching 18%. The RDCS, discussed earlier in Chapter 4, was originally designed to limit growth to 500 units per year, but the cap was later raised to 5% (of the total number of dwelling units in the city) per year.

The original limit of 500 units per year was never approached during the life of the ordinance (1972-1987) with one exception: The RDCS allowed the City Council to exempt certain housing types that met a substantial housing need in the city, and the council approved 784 units in 1984 to allow for the development of 460 rental apartments. The annual limit of a maximum of 500 dwelling units, with provisions for carryover into future years, has been reinstated in this General Plan.

The growth management system has allowed the City to review development applications to encourage good design and a mix of housing while coordinating the pace and location of housing development with the provision of needed infrastructure. The growth management system sets maximums within which the water, sewer, and school systems and the public works, police, and fire services can operate comfortably. A growth rate greater than 500 units per year (the limit this Plan sets for the period from 1986 to 2005) would seriously hamper the City's ability to provide needed community services.

This Plan anticipates that the City's growth management system will accommodate up to 500 units per year; *i.e.*, 2,000 units from January 1, 1986 to January 1, 1990. In addition, housing projects that further the affordable housing and infill goals of the City may, by Council action, be excluded from the provisions of the growth management system. Such projects would include housing for the elderly, for the physically handicapped, and for lower income households. Also, market-rate rentals, although evaluated under the growth management system, can be excluded from the annual limits by Council action as was the case in 1984. Developments of fewer than 16 units or on infill parcels of less than 5 acres are automatically excluded from the growth management system and thus are exempt from the 500-unit limit. Hence the 4-year total of potential new units in Petaluma is not constrained to 2000 by the growth management system.

LAND USE CONTROLS

Residential land use categories are described in Chapter 4, Section 4.2. Zoning possibilities range from Rural Residential (maximum density of 0.5 dwelling units per acre) to Urban High (maximum density of 20.0 dwelling units per acre). The higher densities have been approved in Petaluma when lower-income housing is provided and adequate infrastructure exists to serve the development.

This Plan adds approximately 400 acres within the urban limit line to provide additional housing opportunities. Petaluma has sufficient vacant land (zoned at densities that are appropriate) to utilize any government housing subsidies which may become available during the time frame of this Plan.

The Planned Unit Development (PUD) zone can accommodate increases in density. Also, "density bonuses" are given in certain areas if non-market-rate housing is constructed. The City places no restrictions on mobile or factory-built homes other than those placed on conventional housing. In short, zoning controls are not a constraint to (and indeed, act to encourage) the development of affordable housing in Petaluma.

BUILDING CODES AND ENFORCEMENT

Neither are building codes a constraint to residential development. New construction is required to meet Uniform Building Code regulations, but there is no ongoing systematic enforcement of building codes on existing dwellings. Existing units are inspected only when complaints are received by the City, or when an owner seeks a permit for additional construction. Certain types of additions require the applicant to bring the building (or part of it) up to current codes.

FEES AND OTHER EXACTIONS

The City (and others) assess a number of fees that affect the development and cost of housing in Petaluma. Water, sewer, and permit fees are similar to those charged in other Sonoma County cities. A park dedication fee is charged to acquire park acreage consistent with the growth of the population.

The City had been collecting school impact fees through 1986 on behalf of several school districts to provide for temporary and permanent facilities in high growth areas. The fees per dwelling unit varied from district to district and ranged from \$1,201 to \$1,522 per dwelling unit in 1985. However, a state law that went into effect on January 1, 1987, allows each school district to levy its own impact fee, without City involvement.

Development fees are not a constraint to the construction of housing affordable to senior citizens or to lower income households. City ordinances permit waiver of fees for senior and lower income housing projects, especially fees for parks. Also, housing mitigation fees that are charged to new market-rate developments can be used to pay the fees that otherwise would be charged to units affordable to lower income households.

ON- AND OFF-SITE IMPROVEMENTS

Petaluma, like most cities in California, requires residential developers to provide a full complement of on- and off-site improvements, *e.g.*, streets, curbs, gutters, sidewalks, street trees, drainage, water, sewer, power and communications utilities, and in selected cases, traffic mitigations. These requirements are comparable to provisions in neighboring cities. The City has created a housing fund to assist low and very low income projects to provide on- and off-site improvements and has committed CDBG funds for these improvements as well.

LOCAL PROCESSING AND PERMIT PROCEDURES

Development review also affects housing costs. Primarily because interest on loans must continue to be paid, the longer it takes for a project to be approved, the higher the development costs. Prior to the 1982-83 Housing Element, it took a residential project of 100 units from twelve to eighteen months after the initial application to receive final approval from the City. Revisions to this process, largely resulting from programs in the 1982-83 Housing Element, have shortened the time. Very low income, low income, and senior housing are fast-tracked through the Community Development and Planning Department. The department may need extra help during periods when building activity is high, so that costs of development are not unduly raised.

The City will revise the entire zoning ordinance to streamline processing and to simplify provisions for the development of housing.

9.6 NON-GOVERNMENTAL CONSTRAINTS

COST OF HOUSING CONSTRUCTION

Market constraints significantly affect the cost of housing and are important factors to take into account when discussing affordable housing. Escalating land prices and construction costs, and fluctuating (but still high) interest rates, are major contributors to the ever increasing cost of housing in the San Francisco Bay Area. Figure 9-14 shows average land and construction costs for single-family attached and detached units.

	Attached (1200 sq.ft.)	Detached (1570 sq.ft.)
LAND	\$25,000.00 with improvements	\$30,000.00 with improvements
CONSTRUCTION	\$48,000.00 @ \$40/sq.ft.	\$66,000.00 @ \$42/sq.ft.
FEES	\$7,000.00	\$7,000.00
PRICE	\$87,000 - \$120,000	\$115,000 - \$150,000

Source: Bank of America, *Housing Cost Surveys*, 1986; and Knox Associates. Costs do not include financing, marketing, and related costs.

Figure 9-14 : Estimated Costs of Single-Family Housing Construction in Petaluma in 1986.

AVAILABILITY OF FINANCING

Interest rates for home financing and rental development have a crucial effect on the affordability of housing in Petaluma. Mortgage interest rates have varied extremely over the past 5 years, from a high near 18% in 1981 to a low in 1986 near 9%.

Were high interest rates to return, the City could mitigate some of the effects by issuing (or participating in County issues of) Tax-exempt Mortgage Revenue Bonds. These can be issued for multi-family developments that require a percentage of low income units, and for mortgage financing for first-time buyers of single-family homes.

9.7 OPPORTUNITIES FOR ENERGY CONSERVATION

Together, the rising costs of energy and the uncertainty of supplies have forced communities to examine opportunities for energy conservation. Various methods are available to reduce the consumption of non-renewable energy resources in residential developments. (See Energy, Chapter 6.) In the past, the RDCS addressed energy conservation. What formerly were bonus options in the RDCS will become energy conservation requirements in keeping with state standards and other energy performance measures, and will not be part of the growth management system.

9.8 OBJECTIVES, POLICIES AND PROGRAMS

Three years of experience with the policies and programs of the 1982-83 Housing Element indicate they have helped the City meet its housing goals. The majority of the 1982-

83 programs are reiterated below with only minor changes and some simplification of wording. A target year is established for each program that has not yet been carried out. Policies and programs have been added to meet the City's objectives to increase the diversity of housing types and to preserve currently affordable housing. The objectives, policies, and programs below are organized into three sections relating to **housing variety**, **housing opportunity**, and **housing quality**.

HOUSING VARIETY

The City is committed to maintain a range of housing types to meet the housing needs of all Petalumans. This can be accomplished by preserving and increasing the existing supply of rental apartments and mobile home park rental spaces. Higher-value, "executive-type" housing and infill development also are encouraged. The City needs periodically to conduct an inventory of available residential land and holding capacity to be sure that sufficient land exists to meet the needs of a range of household types.

Objectives:

- (a) *Provide a range of housing types.*
- (b) *Preserve and increase the existing supply of rental apartments.*
- (c) *Preserve existing mobile home park spaces and provide opportunities for new mobile home parks.*

Policy 1: *The City shall encourage a mix of housing types, including lower-density housing.*

Policy 2: *Higher-value, "executive-type" housing shall be encouraged.*

Quality housing is needed to encourage the management and professional personnel of businesses locating or expanding in Petaluma to live in the city. The availability of housing for managers and professionals will make Petaluma more attractive to industry.

Policy 3: *The City shall conduct a periodic inventory of available land and holding capacity to determine if sufficient land exists to meet the needs of a range of household types.*

Policy 4: *The building of housing on vacant (infill) land shall be encouraged.*

Policy 5: *Conversions of rental apartments and mobile home parks to condominiums shall not be permitted if the proposed conversion significantly diminishes the existing supply of rental units or threatens to lower the rental vacancy rates within Petaluma.*

Existing low cost housing should be maintained and conserved. The City regulates the conversion of rental units into condominiums by allowing conversions only when the rental vacancy rate is above 3%, or if a one-for-one replacement of rental units of a similar type occurs, or if two-thirds of the adult tenants agree to the conversion. Similar restrictions apply to mobile home park conversions in the city. Mobile home park tenants may form cooperatives to own their space irrespective of vacancy rates.

Policy 6: *New mobile home parks with ownership or rental spaces shall be encouraged.*

Program (1) *Continue to obtain a mix of dwelling unit types through the administration of the growth management system.*

Responsible Bodies: *City Council, Community Development and Planning Department.*

Timing: *Immediate and continuing.*

Program (2) *Base growth management system allocations on the ability of proposed developments to fulfill the need for a variety of housing types.*

Responsible Bodies: *City Council, Community Development and Planning Department.*

Timing: *Immediate and continuing.*

Program (3) *Identify and designate on a map in the General Plan, and on the zoning map, priority sites for higher density residential development.*

Responsible Bodies: *City Council, Community Development and Planning Department.*

Timing: *Immediate and continuing.*

Program (4) *The Planning Commission will identify sites suitable for higher-value "executive-type" housing.*

Responsible Bodies: *Planning Commission, Community Development and Planning Department.*

Timing: *By 1990.*

Housing Unit Count: *West Side sites will yield approximately 700 executive housing units at 2 dwelling units per acre, and the East Side will yield perhaps 100-150 dwelling units, for a total of 800-850 above-moderate-income units over the 20-year term of the General Plan.*

The City will advise housing developers of the City's interest in expanding the supply of this type of housing.

Program (5) *Continue to exempt developments of 15 or fewer units, or developments of less than five acres, from the provisions of the growth management system.*

Responsible Body: *Community Development and Planning Department.*

Timing: *On-going.*



These West Side houses are an example of the variety of housing available in Petaluma.

Petaluma General Plan

(Program number 6 is reserved for future use.)

Program (7) Continue Condominium Conversion

Ordinance provisions.

Responsible Body: Community Development and Planning Department.

Timing: On-going.

Housing Unit Count: This would preserve 1500 pre-1983 and 568 post-1983 apartment rentals, plus others which are approved but not yet built.

Program (8) Continue Mobile Home Conversion

Ordinance provisions, but amend the ordinance to permit renters to convert to owning their mobile home space irrespective of rental vacancy rates.

Responsible Bodies: City Council, Community Development and Planning Department.

Timing: By 1990.

Program (9) Amend the zoning map to include a "manufactured housing / mobile home park" zone.

Responsible Bodies: City Council, Community Development and Planning Department.

Timing: By 1990.

Housing Unit Count: Identification of sites for specific manufactured housing developments would create approximately 100 units of low-income housing during the term of this Plan.

The new zoning map designation will protect existing mobile home parks from redevelopment and can identify locations for new developments of manufactured housing.

Program (10) Continue to encourage and approve smaller lot sizes, manufactured housing, and patio homes.

Responsible Body: Community Development and Planning Department.

Timing: On-going.

Housing Unit Count: Infill projects, particularly on the West Side, should be able to produce 6 to 10 low-income housing units per year.

The City will adopt ordinances to encourage manufactured housing, single-family housing on smaller lots, and zero-lot-line development or other means of downsizing the housing. It is anticipated that the ordinances will contain (1) provisions that encourage such development (e.g., via higher densities that may be more attractive to some developers) and (2) standards to ensure that the developments will be attractive and compatible with the surrounding neighborhood.

Program (11) Conduct a periodic inventory of public land available for non-market-rate housing.

Responsible Body: Community Development and Planning Department.

Timing: On-going.



Petaluma is blessed with a collection of Victorian houses, large and small.

HOUSING OPPORTUNITY

The City seeks housing opportunities within the community for persons of all economic levels. The City desires that a choice of housing types and locations will be available to all persons regardless of race, sex, cultural origin, age, marital status, or physical handicaps.

The growth management system can be structured to encourage private development to provide a balance of housing by type and location while permitting reasonable growth within the city. "Reasonable growth" is defined as "that amount of residential development which the city can accommodate without over-taxing schools, infrastructure, and city services." "Reasonable growth" equates to an annual increase of no more than 2 to 3 percent of the City's total dwelling unit count, and has been set in this Plan at a maximum of 500 dwelling units per year (with some exclusions for very low- and low-income and senior housing).

Objectives:

(d) Provide housing opportunities for persons of all economic levels.

(e) Insure a choice of housing types and locations to all persons regardless of sex, cultural origin, age, marital status, or physical handicaps.

(f) Cooperate with agencies providing temporary shelter for the homeless and those in crisis.

Policy 8: *The maximum annual allocation via the growth management system shall be 500 dwelling units per year, exclusive of units specifically targeted to households of very low and low income, and seniors.*

This number is based on continuing the City's long-standing growth management system, but bringing it into harmony with growth trends manifested between 1978 and 1986. The 500 units amount to an annual growth rate of between 2% and 3% per year. The primary objective of the system is to prevent overloading the infrastructure and the ability of the City and the school districts to provide needed services. At the same time, provisions will be adopted so that no more than 1,000 dwelling units may be built in any one calendar year and no more than 1,500 may be built in any 3-year period. The figures of 500 and 1,000 units are in keeping with the 1985 engineering reports on the water and sewer systems, prepared for the City by Brown and Caldwell Engineers.

Policy 9: *Allotments shall be granted in such a way as to promote a balance by housing type and location.*

Policy 10: *The granting of allotments shall take into account environmental constraints, infrastructure capacity, availability of land, vacancy rate by dwelling type, employment growth, and need for market-rate as well as non-market-rate housing.*

Policy 11: *The City shall require developers of residential developments of 5 or more units to (a) provide between 10 percent and 15 percent of their units at below-market-rents or prices, (b) contribute in-lieu fees, or (c) propose alternative measures so that the equivalent of 10 percent to 15 percent of their units will be available to and affordable by households of low and median income.*

An ordinance implementing this policy shall be structured so the various methods are of equivalent economic value.

Policy 12: *The City or its designee shall insure that occupants of non-market-rate units meet the income restrictions of the project and that these units are preserved as affordable.*

Policy 13: *The City shall pursue county, state, and federal programs that provide housing opportunities for low and moderate income households.*

Policy 14: *The City supports a free choice in housing.*

Policy 15: *Large scale commercial and industrial development proposals shall be reviewed to determine housing-related impacts.*

Policy 16: *The City recognizes the importance of and need to temporarily house the homeless, battered spouses, and others in crisis situations.*

Program (12) *Developers of planned residential developments of 5 or more units shall provide 10-15% of their units as affordable in one of the following ways:*

(i) 10-15 percent of the units for rent shall have rents affordable to very low- and low-income households; 10-15% of ownership units shall be affordable to households with incomes at or below the County median.

Housing Unit Count: *Fifty to 75 housing units for households earning at median income or below can be created per year (based on 10-15% of the 500 maximum allotment).*

It is the City's policy to encourage affordable housing. The City shall adopt an ordinance setting forth equitable means for developers to provide affordable rental and ownership units. The ordinance will set income guidelines, household and unit size guidelines, and purchase price or rent levels. (Ordinances requiring developers to include affordable housing within each project are called "inclusionary [housing] ordinances.")

(ii) A portion of the land shall be dedicated to the City for use as a site for affordable housing.

Developers who do not wish to or cannot reasonably include the affordable units in the project itself will be required to set aside a portion of the land or to purchase land in another part of the city where the City or a non-profit agency can develop housing. This option can be followed only where the City or the associated non-profit agency has an ongoing program to which the land could be added and incorporated into an actual building project.

- (iii) *An in-lieu fee, related to the cost of providing affordable housing, shall be offered to the City.*

In-lieu fees may be an attractive alternative to developers, but in some situations may result in higher prices for the remaining units if the developer can pass the added costs on to other buyers. Usually, though, developers sell housing at the highest price the market will bear, so that in-lieu contributions have no effect on the price of other units. It is *not* the objective of the City to build a large housing fund and not develop affordable housing. The inclusionary ordinance, at a minimum, should specify the amount of an in-lieu fee in the event it is the most viable alternative, and so that it clearly is an exaction comparable in value to the actual provision of units.

- (iv) *Reasonable alternative measures.*

Various inclusionary zoning ordinances use slightly different mechanisms geared to the local housing market. As market conditions change, the City may need to develop alternative measures to provide incentives to developers to include affordable housing in their projects.

Responsible Bodies for Program 12: City Council, Community Development and Planning Department.
Timing: On-going.

Program (13) *In the growth management system, give a bonus (a) to those developments that incorporate non-market-rate units directly within the same development, and (b) to those developments that otherwise exceed the requirements of the inclusionary ordinance.*
Responsible Body: Community Development and Planning Department.
Timing: On-going.

Program (14) *Continue to exempt assisted housing for very low- and low-income households within new developments from portions of development fees as specified by the City Council.*
Responsible Body: Community Development and Planning Department.
Timing: On-going.

Program (15) *Continue to give priority processing to those very low- and low-income developments exempted from the growth management system.*
Responsible Body: Community Development and Planning Department.
Timing: On-going.

Generally, housing costs increase with the time needed to obtain required project approvals. "Priority processing" is used to speed the approval of applications for lower cost housing and to make such development more attractive to builders. The impact of this technique upon reduction of housing costs is uncertain. In some communities, a conservative estimate of an \$800-per-unit saving is assumed.

Program (16) *Correlate the vacant land inventory with existing needs of low and median income households, and determine need for redesignating land for specific housing types.*

Responsible Body: Community Development and Planning Department.
Timing: On-going.

The City will conduct a periodic study of housing needs to determine the relative numbers of non-market-rate housing units needed, the ratio of single-family to multi-family units, and the number of ownership versus rental units that should be built in the city.

Program (17) *Apply for Community Development Block Grant (CDBG) subsidies to assist in providing necessary infrastructure improvements in developments with non-market-rate housing, and leverage these subsidies.*
Responsible Body: Community Development and Planning Department.
Timing: On-going.

The City has used CDBG funds to move housing out of the floodway and to rehabilitate the relocated units.

Program (18) *Relocate any City-acquired surplus housing for use by low- and/or median-income households.*
Responsible Body: Community Development and Planning Department.
Timing: On-going.
Housing Unit Count: Approximately 15-20 units will be relocated during the term of the Plan.

Program (19) *Amend the zoning ordinance to permit housing in all commercial zones, with a use permit.*
Responsible Bodies: City Council, Community Development and Planning Department.
Timing: By 1990.

Combining residential with commercial or office uses could provide lower cost housing. Even building market-rate rentals can help to ease a tight rental market. To encourage a residential/commercial mix, the zoning ordinance will be revised to permit an increase in density when such housing is provided in conjunction. Mixed use developments are possible in downtown and central Petaluma, and along Petaluma Boulevard North and South.

Program (20) *If necessary, create a vehicle, such as a non-profit authority or corporation, to perform such activities as acquiring or leasing non-market-rate housing for low- and median-income households, insuring that qualified occupants are placed in the houses and that affordability is preserved.*

The Housing Authority of Sonoma County acquires non-market-rate housing for qualified occupants. The Housing Authority also monitors affordability. The City will remain in close contact with the Housing Authority to obtain current information on housing programs that are available for use within Petaluma, and maintain contact with a person within the Authority to whom all persons requiring housing assistance in Petaluma can be referred.

In the event that the Housing Authority cannot accommodate Petaluma's needs, the City will consider creating a non-profit entity to perform housing authority functions within Petaluma.

Program (21) *Use readily available methods to encourage a full range of housing types, such as developer agreements and mortgage revenue bonds.*
Responsible Bodies: City Manager, Community Development and Planning Department.
Timing: On-going.

Housing Unit Count: *Mortgage revenue bonds could provide financing for 40 to 60 units of moderate income ownership housing and 100-150 units of very low- or low-income rental housing per year, as long as enabling legislation exists.*

Local governments can consummate binding agreements with developers to assure that the City will not change the laws affecting the developer's proposed project, in exchange for the developer's financing of public improvements and other commitments (such as providing rental units for an extended number of years). Such "development agreements" are subject to modification or cancellation to comply with changes in state or federal law, but not changes in local law. They must be consistent with the General Plan, and they require an Environmental Impact Report. They can supplement zoning by establishing a development schedule. Petaluma stands ready to enter into "development agreements" with builders of housing for projects that meet the affordable housing objectives of this Plan.

Tax-exempt mortgage revenue bonds have been used to encourage rental housing with a specific number of units

(usually 20 %) to be rented to low income families. The provisions of the enabling legislation ensure that the units will be available as rentals for 10 or more years. The City has issued and will continue to issue bonds for multi-family projects and will work with the County or the Housing Authority of Sonoma County to issue single-family mortgage revenue bonds. Cooperative agreements which might be necessary between the City and either the County or the Authority will be drawn and adopted in advance to encourage developers to come to the City with proposals for projects that provide housing for low- and moderate-income households and which benefit from municipal bond-financing.

Program (22) *Continue to participate in and promote the Section 8 Existing Housing Program.*
Responsible Body: Community Development and Planning Department.
Timing: On-going.

The City currently participates in the "Section 8 Existing" program. To qualify, a household must have an income of 80% or less of the County's median income, adjusted for family size. These income limits are shown in Figure 9-15. The "Section 8 Existing Program" is promoted through the on-going efforts of the City's Department of Community Development and Planning and the Sonoma County Housing Authority, through their contacts with the public and apartment owners.

Program (23) *Contact non-profit housing developers to assist in identifying appropriate sites and to encourage the development of rental housing.*
Responsible Bodies: Community Development and Planning Department, City Manager.
Timing: Immediate and continuing.

The City can aid developers of lower cost housing by selecting sites for lower cost housing in advance and encouraging development proposals for sites so identified. Petaluma maintains an inventory of vacant lands for this purpose. The City will also provide information on federal and state funding sources.

		<u>Family Size in Persons</u>						
	1	2	3	4	5	6	7	8
Low	\$17,100	19,500	21,950	24,400	25,950	27,450	29,000	30,500
Very Low	\$11,300	12,900	14,550	16,150	17,450	18,750	20,050	21,300

Source: Department of Housing and Urban Development, October, 1985.

Figure 9-15: Income Limits by Family Size, Sonoma County, 1985.

Program (24) *Work with developers of non-market-rate housing to encourage the construction of housing for households of very low and low income.*

Responsible Body: *Community Development and Planning Department.*

Timing: *Immediate and continuing.*

The City staff works with developers through the growth management system and the development review process to encourage the construction of subsidized housing.

Program (25) *Continue to provide density bonus increases of up to 50 percent for non-market-rate housing in designated areas.*

Responsible Body: *Community Development and Planning Department.*

Timing: *On-going.*

Housing Unit Count: *Ten to sixteen units of very low-income housing could be produced per year.*

Program (26) *Continue to allow second units on smaller lots, with a use permit.*

Responsible Body: *Community Development and Planning Department.*

Timing: *On-going.*

Program (27) *Continue to develop units affordable by the very low-income elderly, using whatever subsidy programs may be available.*

Responsible Bodies: *City Council, Community Development and Planning Department, City Manager.*

Timing: *On-going.*

Program (28) *Expand the redevelopment boundaries for the purpose of encouraging the construction and/or improvement of housing affordable by households of very low, low, and median income.*

Responsible Bodies: *City Council, Redevelopment Agency.*

Timing: *By 1990.*

A Downtown (Redevelopment) Plan update is planned for 1987. Expansion of the redevelopment area and a refocusing of objectives to encourage residential development will be considered in the update process.

(Program number 29 is reserved for future use.)

Program (30) *Provide a referral service to link those experiencing discrimination in housing with public or private groups who handle complaints against discrimination.*

Responsible Body: *City Manager.*

Timing: *On-going.*

To discourage discrimination, the City will continue to seek state and federal enforcement of fair housing laws and

will cooperate with local agencies that investigate claims of discrimination. Currently, the following agencies handle complaints: Sonoma County Housing Authority, Sonoma County People for Economic Opportunity, Division of Fair Employment and Housing, Commission on the Status of Women, Commission on Aging, California Human Development Corporation, and Sonoma County Rental Information and Mediation Services. The City will refer requests to these agencies.

Program (31) *Continue to review landlord-tenant complaints or refer complaints to agencies that offer mediation.*

Responsible Body: *City Manager.*

Timing: *On-going.*

The City will handle complaints on an individual basis as the need arises, or the City will support, through CDBG funds, the Sonoma County Rental Information and Mediation Services and refer complaints to them.

Program (31.1) *Periodically monitor statistics from police, County agencies, or private organizations regarding emergency shelter needs, and cooperate with or support (financially or otherwise) public and private efforts to respond to these needs.*

Responsible Bodies: *Community Development and Planning Department.*

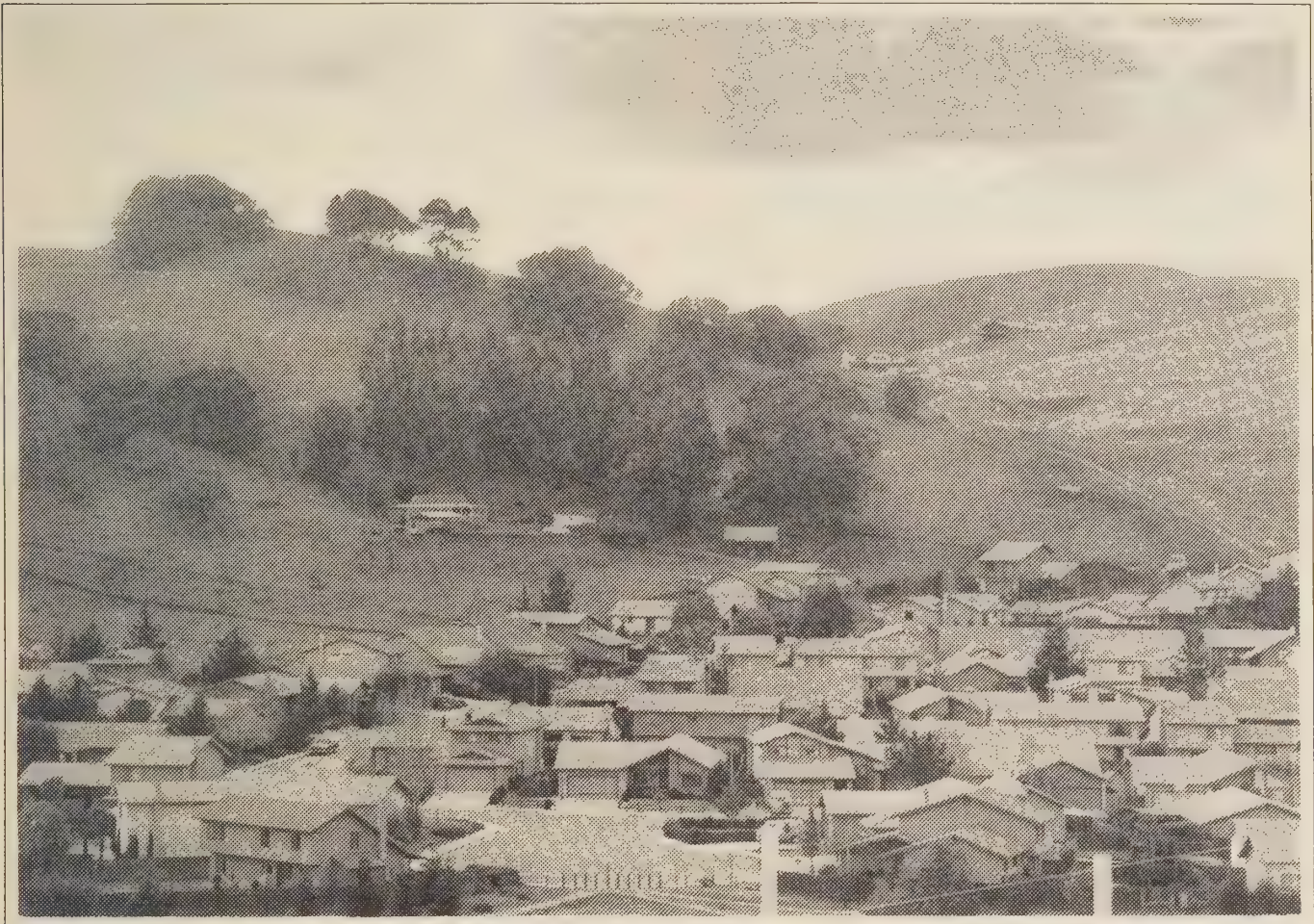
Timing: *On-going.*

Program (32) *Prepare housing impacts and mitigations for employment-generating commercial and industrial developments that require Environmental Impact Reports (EIRs).*

Responsible Body: *Community Development and Planning Department.*

Timing: *Immediate and continuing.*

An employment-generating commercial or industrial development that requires an EIR is presumed to have an impact on the local housing market. Those commercial and industrial development proposals that are found to have significant impacts on the housing market will be asked (a) to provide a portion of housing units (at the site or elsewhere) at prices affordable to a cross-section of their own employees, or (b) to provide the City with an in-lieu fee to be used for housing, or (c) to propose alternative measures that meet affordable housing objectives. In order to assist these large scale commercial and industrial developments, the City will join in contacting private investment firms that arrange joint home-ownership programs for employers and employees as well as developers who can provide affordable ownership housing in Petaluma. The City also will work with the various companies to foster mixed-use developments on those commercial parcels where a mix is feasible and where the housing needs of the potential employees could be met.



Homes in the Westridge area.

HOUSING QUALITY

The presence of high quality housing in good condition is important to the community. The City would like to improve the condition of its existing housing and enhance the residential quality and character of Petaluma. Quality housing requires adequate urban facilities and services, so the City will support residential development only in those areas where City facilities and services are available or will be provided by the development. The City will extend utilities and services only into the most viable expansion areas, and will maintain development fees at a sufficient level to finance infrastructure costs.

Older neighborhoods should be maintained and upgraded. To that end, the City will seek the cooperation of local lending institutions for financing structural improvements.

The City will endeavor through the development approval process to insure that Petaluma's community character, housing quality, and physical and visual environment are improved, and that energy-conservation features are incorporated into the design of residential developments.

Historically important structures and neighborhoods containing historically significant homes, will be preserved.

Objectives:

- (g) Improve the condition of the city's existing housing.*
- (h) Enhance the residential quality and character of Petaluma.*

Policy 17: *The City shall seek cooperation from local lending institutions for financing improvements to older structures.*

Policy 18: *The City shall participate in available housing rehabilitation programs.*

Policy 19: *The City shall endeavor through the development approval process to insure that Petaluma's community character and housing quality are improved.*

Policy 20: *The selective rehabilitation of housing in non-conforming zones shall be permitted and encouraged.*

Program (33) *Apply for CDBG funds or other available state and federal funding for land-banking.*

Responsible Body: *City Manager.*

Timing: *Immediate and continuing.*

Housing Unit Count: The City will use funds obtained through in-lieu fees to buy land for the development of lower cost housing. The number of dwelling units that could be produced as a result of land-banking is unknown at this time.

Program (34) Develop a voluntary code inspection program emphasizing rehabilitation and energy features.

Responsible Body: Building Department.

Timing: On-going.

Housing Unit Count: Approximately 50-75 homes will participate in the voluntary inspection program each year.

Program (35) Continue the voluntary pre-sale code inspection program.

Responsible Body: Building Department.

Timing: On-going.

Housing Unit Count: Approximately 50-75 homes will participate in the voluntary inspection program each year.

Program (36) Continue code enforcement and maintenance of public areas.

Responsible Bodies: Building Department, Parks and Recreation Department.

Timing: On-going.

Program (37) Continue to identify target areas suitable for rehabilitation.

Responsible Body: Community Development and Planning Department.

Timing: On-going.

Housing Unit Count: The City will consider participating in the County-wide rehabilitation program beginning in the 1987-1988 fiscal year. Six to eight units could be expected to participate each year.

By targeting suitable areas, the City may help make Sonoma County rehabilitation programs available to residents in these areas. Figure 9-16 shows areas in need of residential rehabilitation.

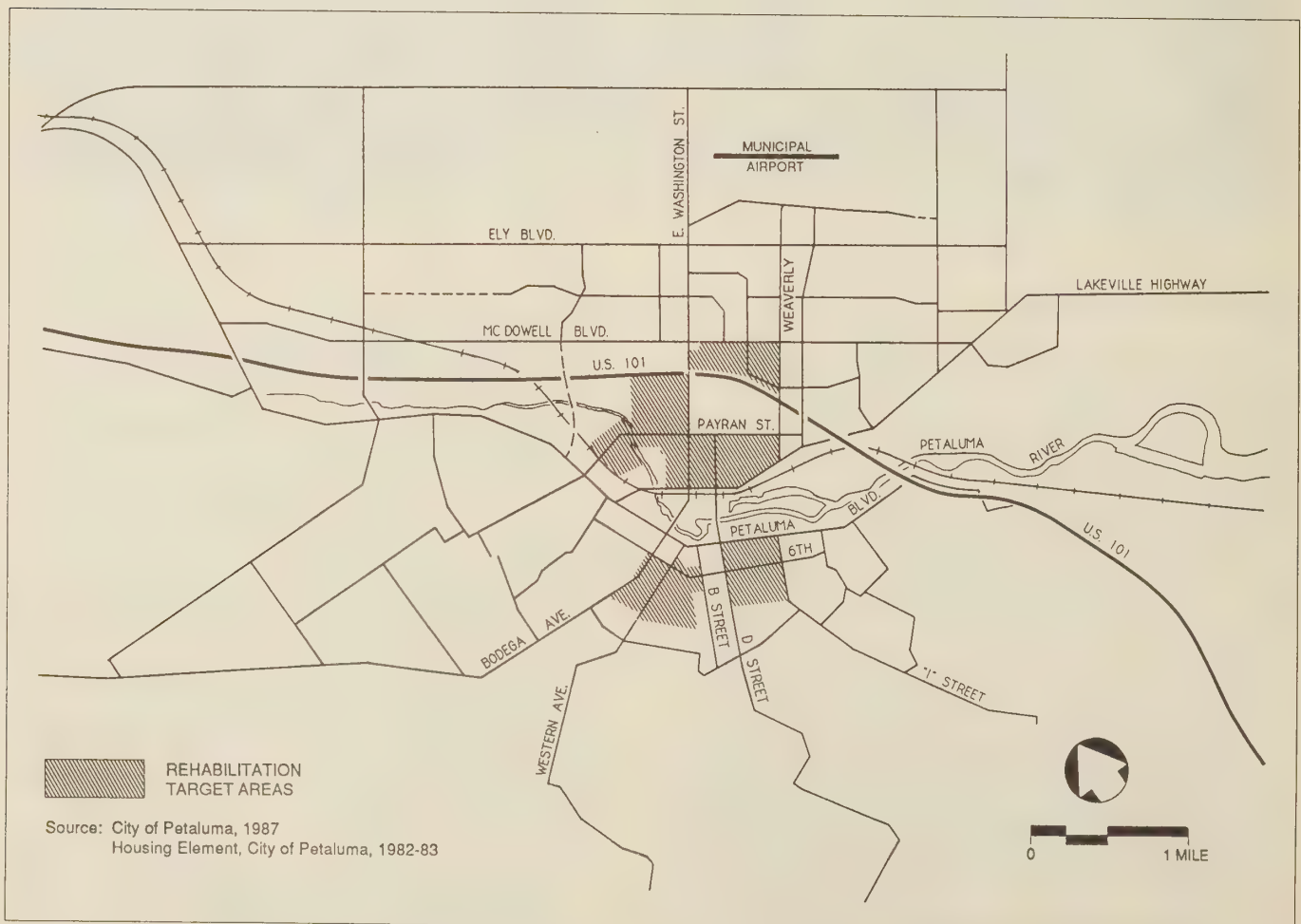


Figure 9-16: Residential Rehabilitation Areas.

Program (38) Continue to regulate aesthetics through the growth management system, the building code, the zoning ordinance, and SPARC.

Responsible Bodies: SPARC, Community Development and Planning Department.

Timing: On-going.

Program (39) Facilitate compatibility between neighboring developments.

Responsible Bodies: SPARC, Community Development and Planning Department.

Timing: On-going.

Program (40) Permit housing rehabilitation in zones where housing is a non-conforming use, considering on a case-by-case basis the health, safety, and welfare of the community, the neighborhood character, and the desirability of mixed-use developments.

Responsible Body: Community Development and Planning Department.

Timing: On-going.

Housing Unit Count: The Zoning Ordinance currently permits mixed-use in specific areas. In the zoning revisions planned for 1987, additional flexibility will be sought to allow or to preserve housing in non-residential areas. This program could retain 10-15 housing units per year.

Some of the older housing units in the City exist in industrial or commercial zones. This housing provides a source of affordable owner-occupied and rental housing that would not otherwise be available in Petaluma. To preserve this housing, the City will examine revising the non-conforming zoning status of these units, analyzing the units and their locations so as to permit retention and rehabilitation of such housing. This review will consider neighborhood character, the number of other residential units located in the area, and the desirability of mixed use.

Figure 9-17: Guide to Housing Goals, Objectives, Policies, Programs, and Implementation.

Objectives	Policies	Programs	Body Responsible for Implementation ¹							
			CC	CM	PD	BD	PC	RA	PR	SP
Goal 1: Adequate supply of safe, decent housing										
Housing Variety										
a	1,2,3	1	•		•					
a	1,2,3	2	•		•					
a,b	3,4	3	•		•					
a	1,2	4			•			•		
a	4	5	•		•					
b	5	7	•		•					
c	5	8	•		•					
c	6	9	•		•					
a	1	10			•					
a,b	3	11			•					
Housing Opportunity										
d	11,12	12	•		•					
d	8	13			•					
d	1,8,10	14	•		•					
d	1,8,10	15			•					
d	1,3,9,14	16			•					

(Guide continues on page 98.)

Figure 9-17: Guide to Housing Goals, Objectives, Policies, Programs, and Implementation (continued).

Objectives	Policies	Programs	Body Responsible for Implementation ¹							
			CC	CM	PD	BD	PC	RA	PR	SP
d	13	17			.					
d,e	4,13,14	18			.					
d	9	19	.		.					
d,e	1,12	20	.		.					
d,e	12,13,14	21		.	.					
d,e	13	22			.					
d	8,10,11,12	23		.	.					
d	8,10,11,12	24			.					
d	1,6,10,11	25			.					
d,e	1,4,8,11	26	.		.					
d,e	1,8,10,13	27	.	.	.			.
d,e	1,3,6,10,11,13	28	.		.			.		
e	14	30		.						
e	14	31		.						
f	16	31.1			.					
a,b,d	15	32			.					
Housing Quality										
g,h	13,18	33		.	.	.				
g	17,18	34				.				
g	18,19	35				.			.	
g,h	19	36				.			.	
g	1,18,19	37			.					
h	9,19	38			.					.
h	19	39			.					.
g,h	18,20	40			.					.

Notes:¹ CC: City Council CM: City Manager PD: Planning Department BD: Building Department
PC: Planning Commission RA: Redevelopment Agency PR: Parks & Recreation Commission
SP: Site Plan and Architectural Review Committee

10. TRANSPORTATION



10.1 GOALS

The City has four major goals for transportation:

Goal 1. Provide Petaluma with a problem-free transportation system.

Goal 2. Improve safety on all streets.

Goal 3. Preserve the peace and quiet in residential areas.

Goal 4. Reduce dependence on the auto.

10.2 EXISTING CONDITIONS

U.S. 101 freeway, originally built to bypass Petaluma, now splits the city. The few crossings and interchanges constructed in the 1950's underestimated the needs of a growing urban community in the 1980's. As a result, the major traffic problems in 1986 in Petaluma were getting to or across the freeway.

The Petaluma River also bisects the city. Where the river is navigable, any new bridges must be mechanically operated to lift or swing or must be high enough so that river traffic can flow freely underneath. However, new interchanges and bridges are extremely costly, and funds are not readily available.

Recently widened and striped for additional turning lanes between the freeway and McDowell Boulevard, East Washington remains the city's most heavily traveled street, with periods of congestion at peak hours. Other congested streets are four-lane Petaluma Boulevard North and South, and two-lane D Street between Lakeville and Sixth Streets. (Traffic studies conducted for this General Plan indicate that Petaluma Boulevard, once thought to be used to bypass the freeway congestion on Highway 101, primarily carries traffic originating on the West Side and going to and from downtown and the freeway.)

D Street carries traffic generated in part by outlying western rural communities to Petaluma Boulevard and to Lakeville Highway via the D Street Bridge. Other than the specific streets mentioned here and their intersections, the city's traffic network is operating at a daily "level of service" (LOS) C.

ROADWAY FUNCTIONAL CLASSIFICATION SYSTEM

The Petaluma road network can be defined in terms of a functional hierarchy that takes into account the type of trip being made and the roadway's relationship to the land uses it is serving. The functional classification system for Petaluma follows:

FREEWAY. High speed/high capacity transportation facility serving regional and county-wide travel. This limited access facility satisfies relatively long trips between major land use generators.

ARTERIAL. These are either relatively high speed/relatively high capacity roads that provide access to regional transportation facilities and serve relatively long trips, or medium speed/medium capacity roads for intra-community travel as well as access to the rest of the county-wide arterial highway system. Access to arterials should be via collector roads and local streets, but there is some direct access onto Petaluma arterials.

COLLECTOR. A collector is a relatively low-speed/low volume street, typically two lanes, for circulation within and between neighborhoods. These roads serve relatively short trips and are meant to collect trips from local streets and distribute them to the arterial network.

LOCAL STREETS. These are low speed/low volume roadways that provide direct access to abutting land uses. Driveways to individual units, on-street parking, and pedestrian access are allowed.

Figure 10-1 on page 100 lists the roadways according to the above classifications. Figure 10-2 on page 101 shows the basic traffic network existing in Petaluma in 1985.

DAILY TRAFFIC VOLUMES

Existing 24-hour traffic volumes for major roadways in Petaluma were measured in September, 1985, for 32 key locations. Counts were made over a minimum of 24 hours, and always between Monday noon and Friday noon so that representative "average daily traffic" (ADT) volumes were obtained. The 24-hour traffic volumes for U.S. 101 and its ramps were taken from the California Department of

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Street Name	Freeway	Arterial	Collector
B Street			•
Baywood Drive, from Lakeville to St. Francis Drive		•	
Bodega Avenue		•	
Casa Grande Road		•	
Caulfield Lane, from Lakeville to Ely Boulevard		•	
Corona Road		•	
Crinella Drive			•
D Street		•	
Ely Boulevard		•	
Frates Road		•	
Garfield Drive			•
Gossage Avenue			•
Howard Street			•
I Street			•
Lakeville Highway		•	
Lakeville Street		•	
Liberty Street			•
East Madison Street			•
Magnolia Avenue, from Gossage to Petaluma Boulevard			•
Maria Drive			•
McDowell Boulevard		•	
McKenzie Avenue			•
McNear Avenue			•
Meadowview Drive			•
Mountain View Avenue			•
Old Redwood Highway		•	
Payran Street		•	
Petaluma Boulevard		•	
Rainier Avenue		•	
Saint Francis Drive			•
Sartori Drive			•
Schuman Lane			•
Sixth Street			•
Skillman Lane		•	
Stony Point Road		•	
Sunny Slope Avenue			•
Sunny Slope Road			•
U.S. 101	•		
Washington Street		•	
Weaverly Drive			•
Webster Street			•
West Street			•
Western Avenue			•
Wood Sorrel Drive			•

Figure 10-1: Roadways Classifications.

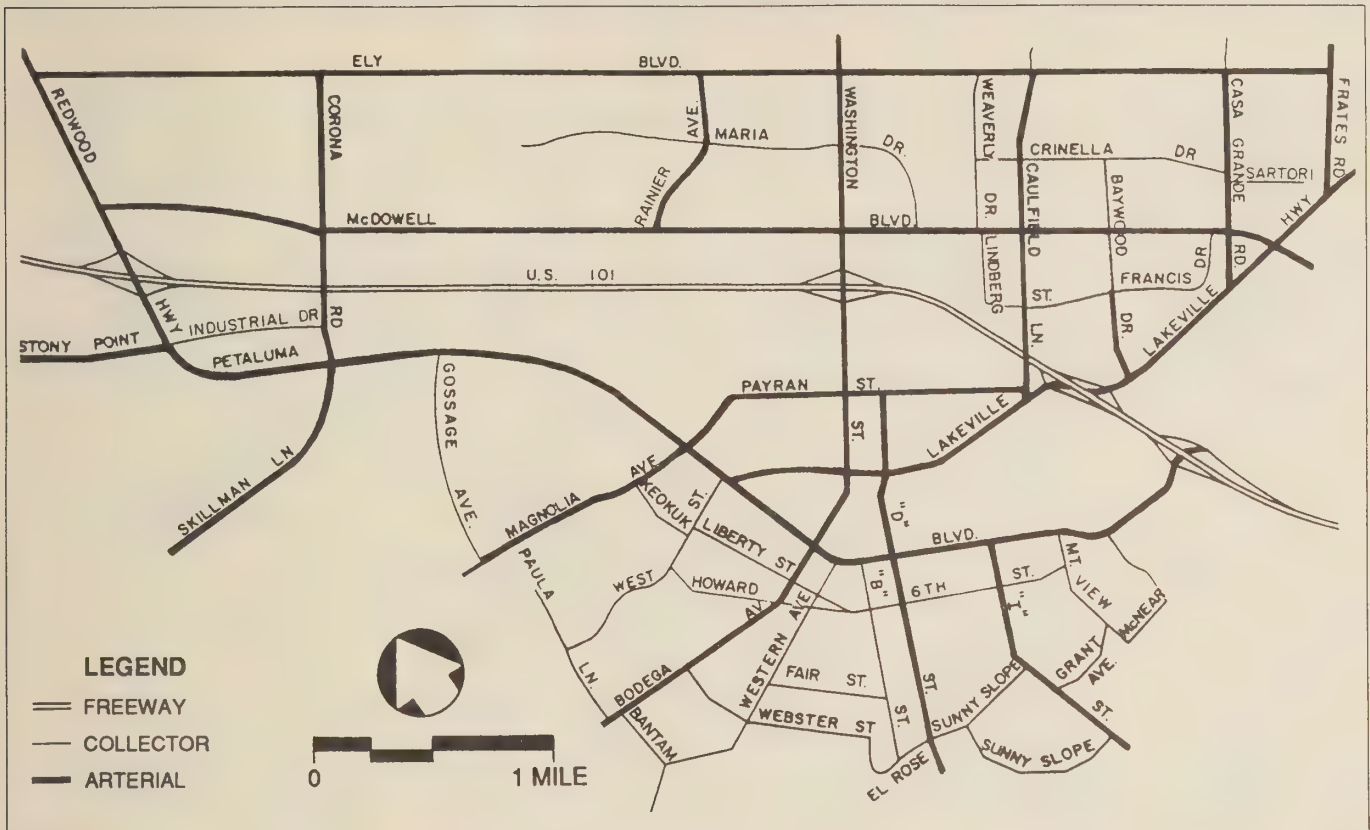


Figure 10-2: Basic (Existing) Traffic Network Used for the City-wide Traffic Model, 1985.

Transportation publications, *1984 Traffic Volumes on California State Highways* and *1983 Ramp Volumes on the California State Freeway System*. The results, summarized in Figure 10-3, show the general operating conditions of roads in Petaluma in 1985 and were used in calibrating the city-wide traffic model.

The location of the higher volumes and where they intersect shows that the “trouble spots” are East Washington Street between Payran Street and McDowell Boulevard; Lakeville Highway between Caulfield Lane and Baywood Drive; East Washington Street at Petaluma Boulevard; “D” Street between Lakeville and Sixth Streets; Petaluma Boulevard North between Stony Point Road and McDowell Boulevard North; and Petaluma Boulevard in the downtown.

LEVEL OF SERVICE

Level of service (LOS) qualitatively describes the operating conditions encountered on roadways. In brief, LOS ranks roadway operations based on the amount of traffic and the quality of traffic operations on a scale of A through F. Level A represents free flow conditions and Level F represents jammed or capacity conditions. See Figure 10-4.

Roadway capacity, and thus the LOS, is influenced by a number of factors: presence of on-street parking, frequency or lack of traffic signals, number and frequency of side streets or driveways, pedestrian activity, lack or presence of left-turn pockets, and driver familiarity with the area. The presence of these “friction factors” reduces the capacity of a roadway, which in turn reduces the LOS.

In Petaluma, roads in the downtown are likely to operate at a lower LOS because of friction factors, especially when compared to roads outside downtown.

The levels of service shown in Figure 10-5 were calculated using existing roadway capacities and the 24-hour traffic volumes. From Figure 10-5, it can be seen that a majority of the roads in Petaluma are operating at LOS C or better.

Improvements to the downtown circulation network completed in 1986 (which created two one-way streets and the addition of the A Street parking lot) have reduced somewhat the traffic problems that existed in 1985. The completion of the downtown parking garage helped further by reducing on-street parking demand and the additional traffic circulation caused by drivers searching for curbside spaces.

Petaluma General Plan

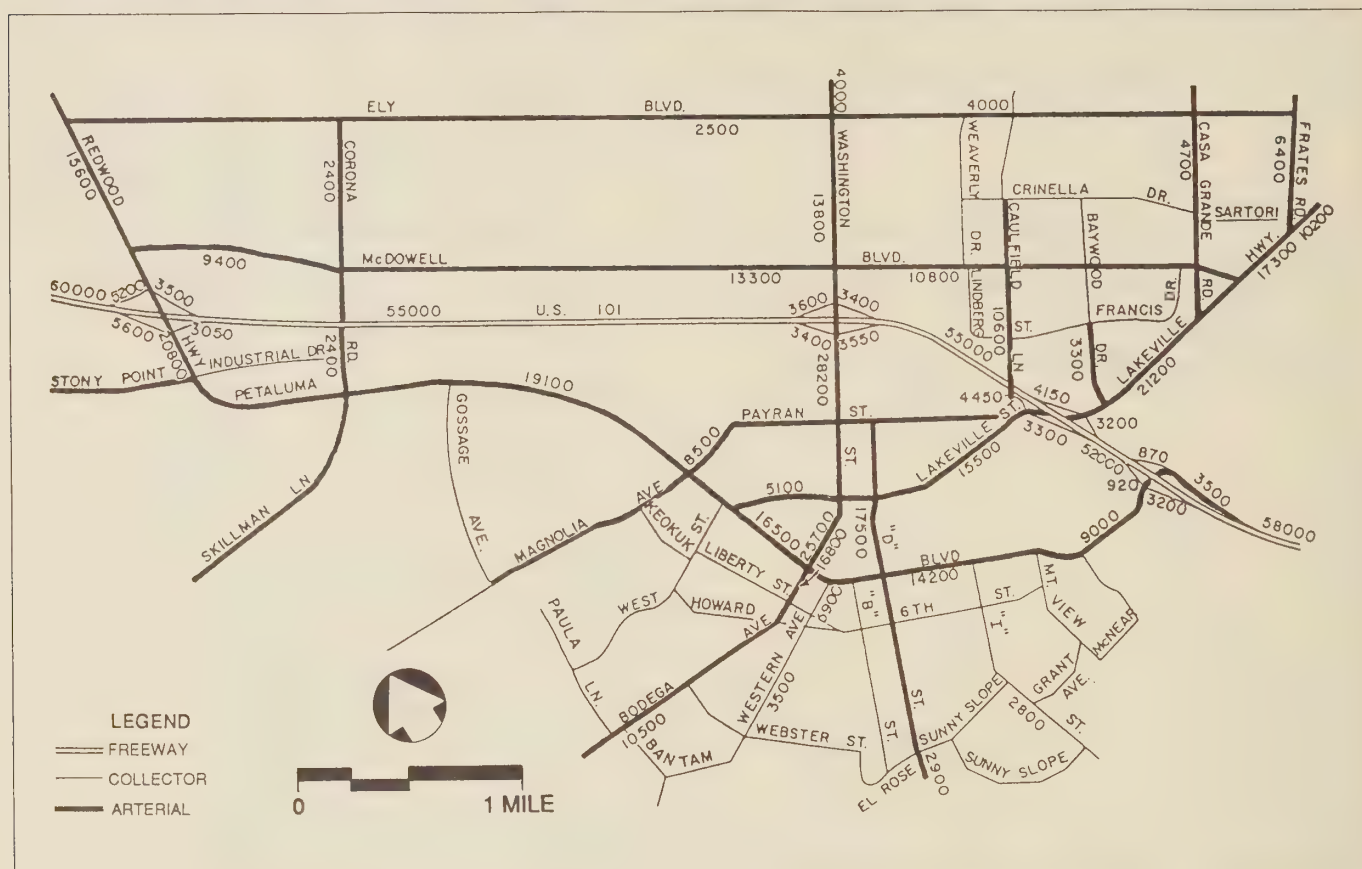


Figure 10-3: 24-hour Traffic Volumes in Petaluma in 1985.

LEVEL OF SERVICE	DESCRIPTION	V/C RATIO
A	Relatively free-flow. No restrictions to vehicle maneuverability or speed. Very slight delay.	0.00-0.60
B	Stable flow. Some slight reduction in maneuverability and speed. Vehicle platoons form. This is a suitable level of operation for rural design. Slight delay.	0.61-0.70
C	Stable flow or operation. Higher volumes. More restrictions on maneuverability and speed. This level of operation is suitable for urban design purposes. Acceptable delay.	0.71-0.80
D	Approaching unstable flow or operation. Queues develop. Little freedom to maneuver. Tolerable delays for short periods.	0.81-0.90
E	Unstable flow or operation. Low operating speed; momentary stoppages. This condition is not uncommon in peak hours. Congestion; intolerable delay.	0.91-1.00
F	Forced flow or operation. There are many stoppages. The highway acts as vehicle storage area. Jammed.	1.00+

Source: *Highway Capacity Manual*, HRB Special Report 87

Figure 10-4: Levels of Service for Urban and Suburban Arterials.

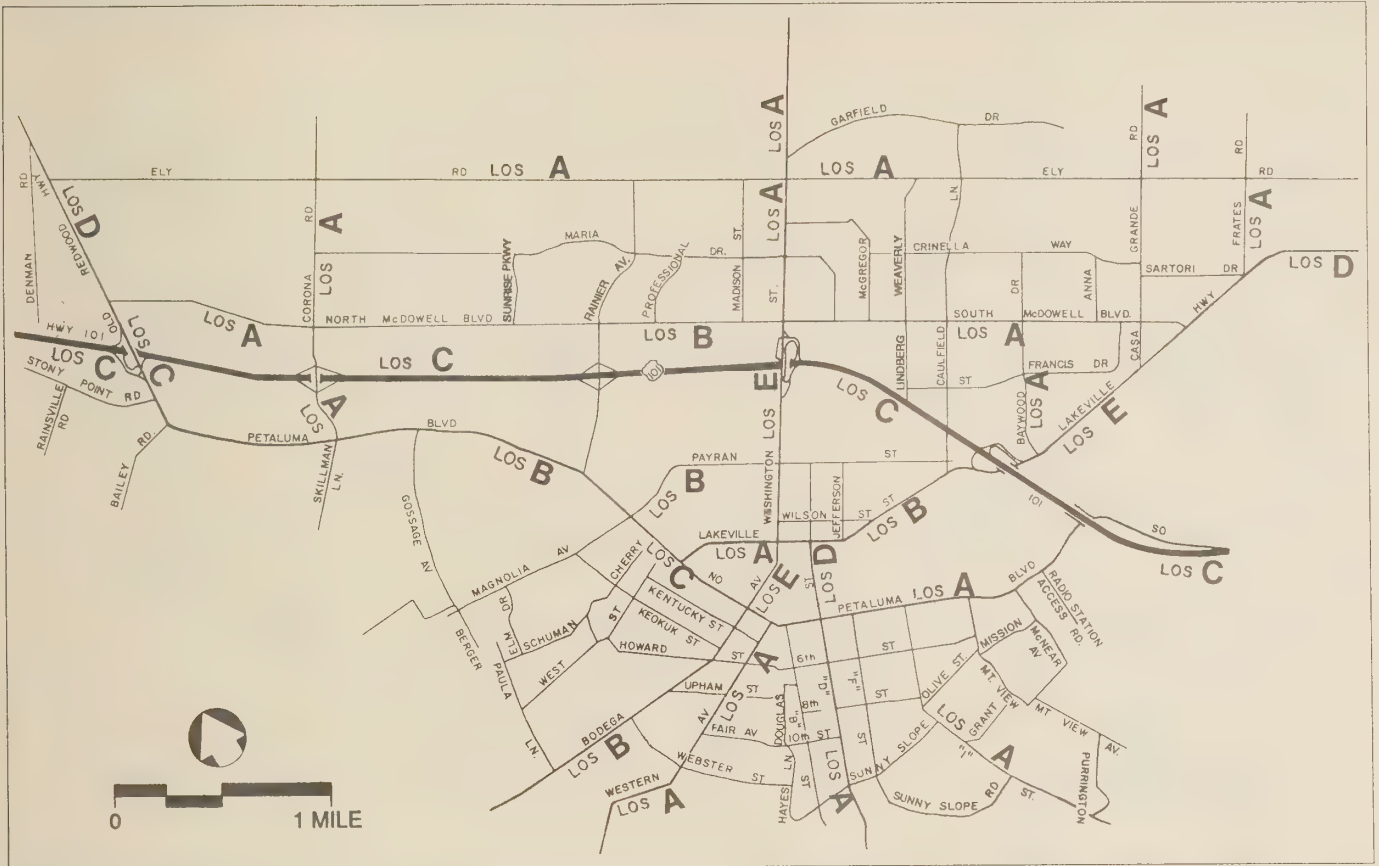


Figure 10-5: 24-hour Level of Service (LOS) on Arterials in 1985.

Figure 10-5 shows a 24-hour roadway segment analysis. Some roads in Petaluma experience periods of congestion and low LOS, yet do not appear in Figure 10-5. To determine specific problems at an intersection level of detail, an in-depth analysis is needed. Such an analysis could be made in conjunction with Specific Plans, development plans, safety studies, or traffic signal warrant evaluations.

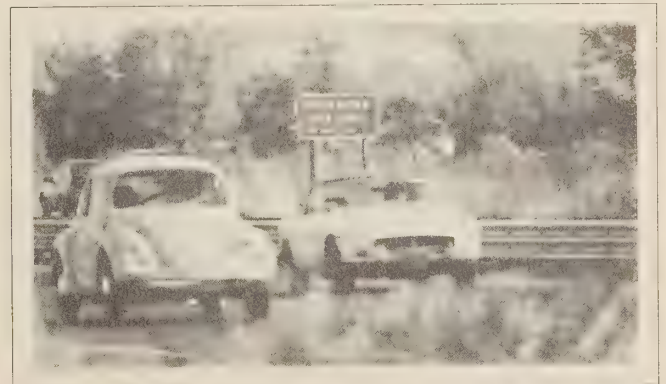
THE U.S. 101 CORRIDOR. U.S. 101 through Petaluma is a four-lane grade-separated freeway. It operates at LOS C with periods of LOS D/E during peak commute hours. In 1985, a North Bay study was undertaken to analyze the traffic problems of U.S. 101. The study will focus on how to maintain current levels of service over the next 15 years. The solutions under study include a light rail line, exclusive bus facility, and expansion of the freeway.

INTERSECTIONS

Existing traffic signal locations are shown in Figure 10-6. These generally are intersections that carry the highest traffic volumes or have experienced a high accident rate. Intersections that currently experience periods of traffic congestion are Petaluma Boulevard and Washington Street,

East Washington Street and the U.S. 101 ramps, to and including the intersection of Washington and McDowell, Lakeville Street and D Street, and Lakeville Highway and the U.S. 101 ramps.

Nine of the top 21 high-accident locations are downtown, 9 are on Washington Street, and 6 are on Petaluma Boulevard. Most of the same intersections have the highest traffic volumes. Thus, the number of accidents at intersections appears related to traffic volumes on segments overlain with "friction factors."



U.S. 101 through Petaluma operates at LOS C with periods of LOS D/E during peak commute hours.

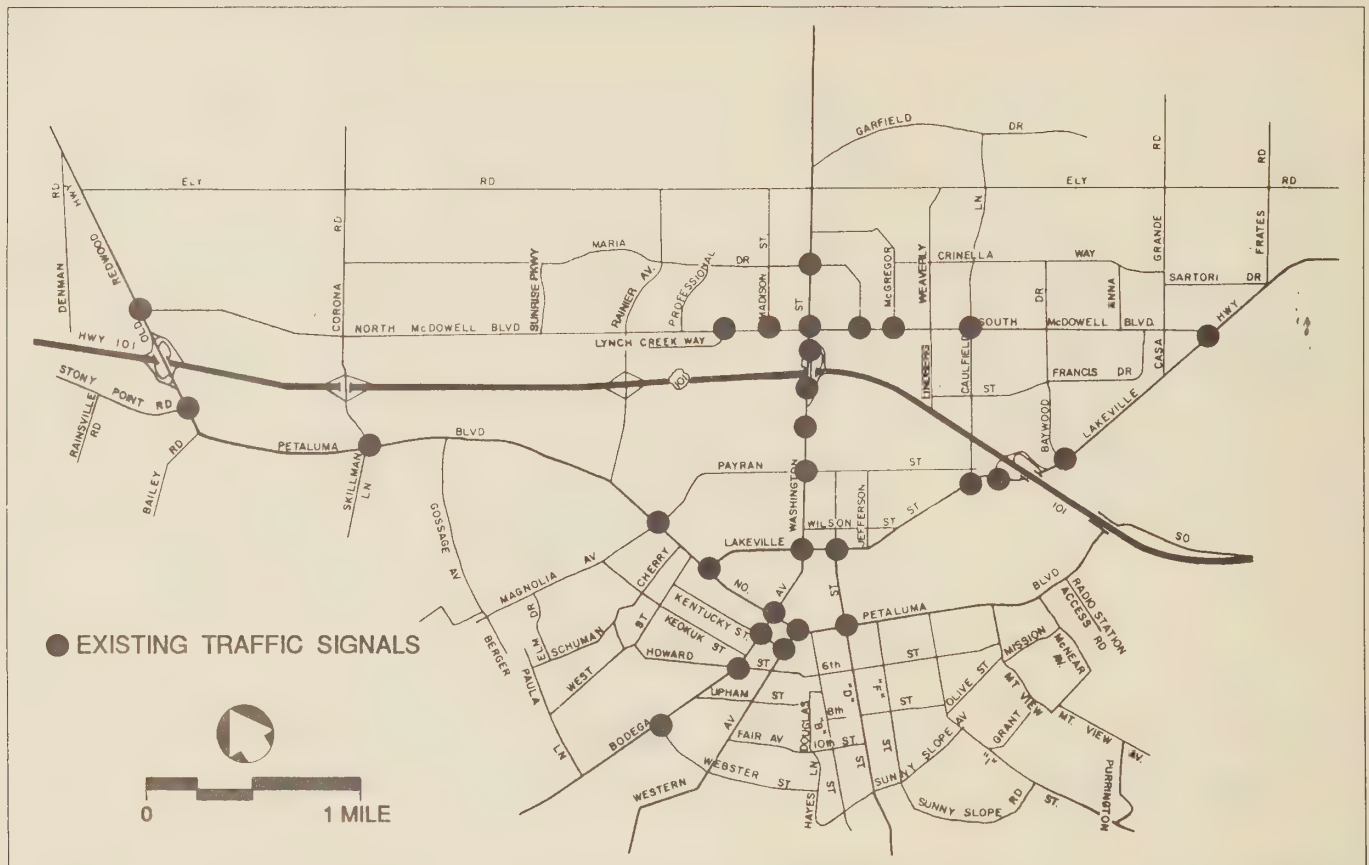


Figure 10-6: Traffic Signal Locations in 1986.

TRUCK TRANSPORTATION

Petaluma industry and commerce is dependent on trucks to import goods and to export products (especially agricultural products). Thus, a large number of trucks use city streets. To determine the number of trucks, truck counts were made at several locations in October of 1985. Results are shown in Figure 10-7.



Some industries still are served by the rail lines that cut through Central Petaluma.

The problems trucks pose are generally centered around truck size and weight. Trucks accelerate slowly, take a large amount of road space, have large turning radii, are slow going up and down steep grades, break down pavement by their weight, and generate substantial noise. Petaluma's agricultural industries accentuate the truck problems because agricultural trucking volumes increase significantly during a few concentrated months of the year. The truck problem can be reduced by routing large trucks (three or more axles) onto arterials through commercial or industrial areas and not through sensitive residential areas.

RAIL SERVICE

Service on the Northwestern Pacific Railroad (NWPRR) has decreased over the last 20 years. Currently there are two trains per day to and from Petaluma — one to Ukiah and one to Schellville.

The railroad tracks present a substantial barrier to travel between the East and West Sides. Were the railroad line to be abandoned, road crossings of the old railroad right-of-way would be less costly and more likely. However, if the railroad right-of-way is used either for a light rail line or an exclusive bus lane, it may still be necessary to grade-separate the crossings.

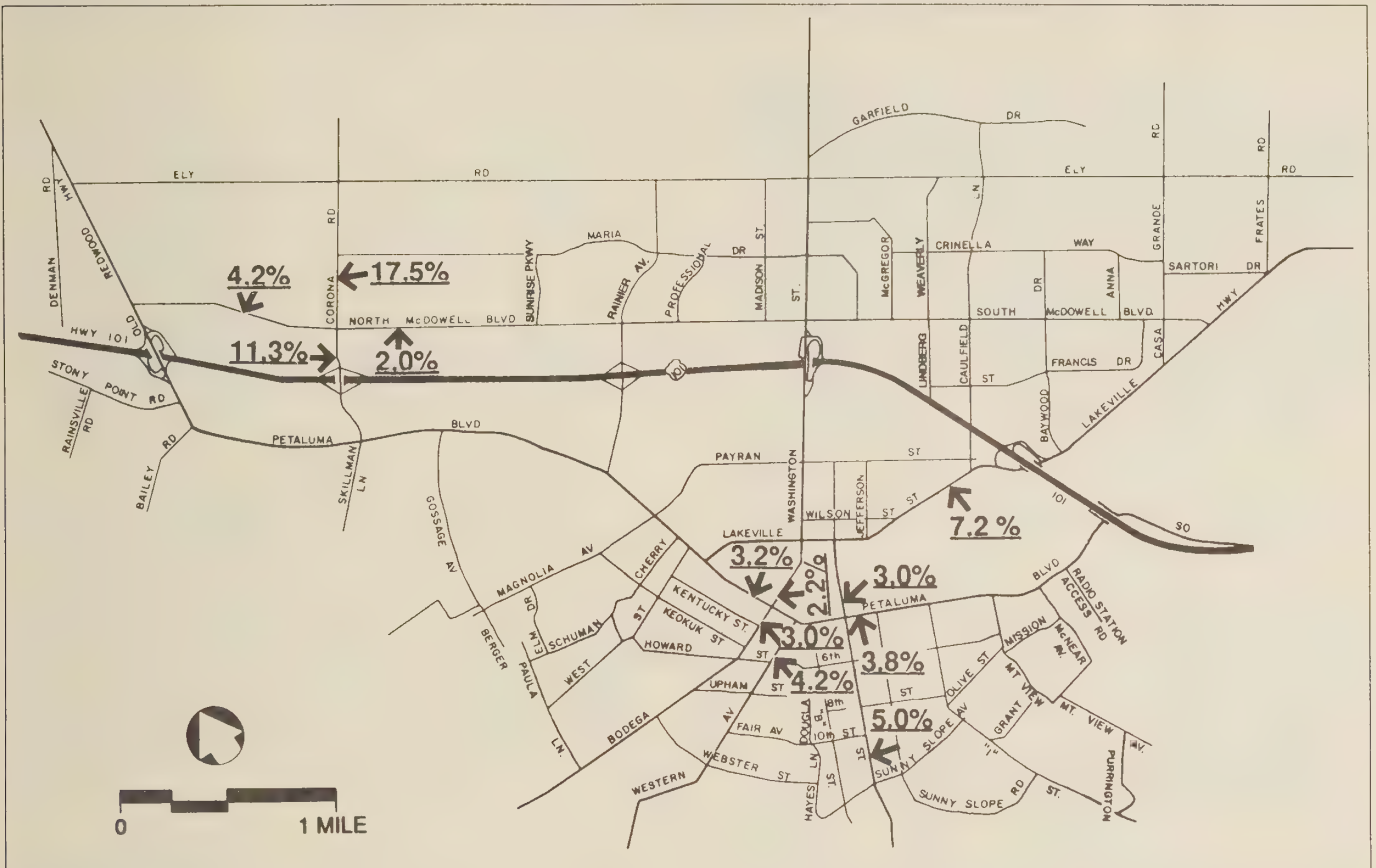


Figure 10-7: Truck Volumes as a Percentage of 24-hour Traffic, 1985.

PUBLIC TRANSPORTATION

Petaluma is currently served by four transit agencies: Greyhound bus lines serve long-haul inter-city trips. Golden Gate Transit is oriented mainly to commuters traveling to Marin County and San Francisco. Sonoma County Transit serves Santa Rosa, Sonoma, Cotati/Rohnert Park, and other destinations within Sonoma County. Intra-city transit needs are served mainly by Petaluma Transit's mini-buses. Daily ridership in 1985 for Golden Gate Transit, Sonoma County Transit, and Petaluma Transit is shown in Figure 10-8.

AGENCY	NO. OF ROUTES	DAILY ONE- WAY TRIPS
GOLDEN GATE TRANSIT	3	1,600
SONOMA COUNTY	3	1,450
PETALUMA CITY	4	550

Figure 10-8: Daily Transit Ridership, 1985.

The intra-city transit routes served by Petaluma Transit currently operate on 30-minute to 1-hour headways. All routes start and end at the downtown bus depot at “C” and 4th Streets. Greyhound Bus lines, two of Golden Gate’s transit routes, and the Sonoma County Transit lines also use the downtown bus depot.

As Figure 10-8 shows, transit does not play a major role in Petaluma. For persons who work in Marin County, San Francisco, or Santa Rosa, and for students at Santa Rosa Junior College or Sonoma State University, transit provides an alternative to the auto. Within the city, Petaluma Transit satisfies the transportation needs of students and the elderly, but long headways and travel time reduce its ability to compete as an alternative to the auto. Most travel within the city is by private car.

A transit center, or central transfer terminal, could enhance transit use by providing a central location to access transit or to transfer between the buses used by the several transit agencies. From such a center, Petaluma Transit could distribute commuters to their destinations throughout the city, while the other agencies provide the "line haul" portion of the transit trip. A 1987 study will select the best location for a transfer terminal from among a number of alternatives. Specific transit stops and park-and-ride lots are recommended, as shown on the Land Use and Circulation Maps.

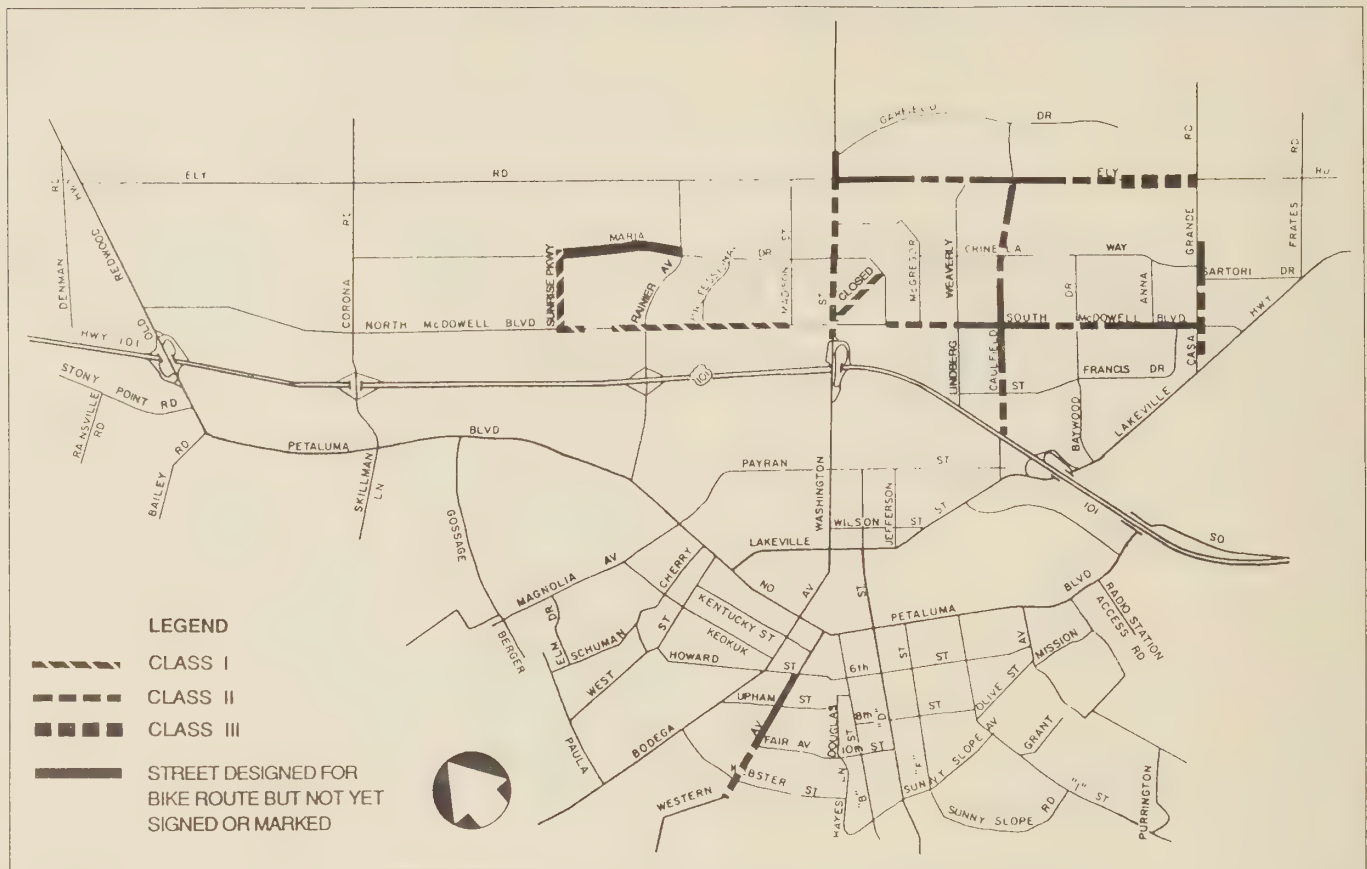


Figure 10-9: Existing Bicycle Routes, 1987.

BICYCLE FACILITIES

The use of bicycles is increasing. Construction of safe and direct facilities will encourage bicycle use, despite the high level of auto ownership and a lack of captive (student) users.

Existing bicycle facilities are very disjointed. Routes to major destinations, such as downtown, parks, or schools, are limited or non-existent. Bicycle routes have not been constructed according to the recommendations of the 1974 Bike Route Study. See Figure 10-9, above.

Bicycle paths are also discussed in relation to other paths and trails under recreation in Chapter 7, Parks and Recreation ■

PEDESTRIANS

Most pedestrian needs are met by the construction of sidewalks along city streets and arterials. In rural areas where no sidewalks exist, adequate shoulders (4 to 6 feet wide) should be provided for pedestrians. Special pedestrian facilities linking parking with stores (e.g., the River Walk) should be planned to encourage shoppers to park and walk.

It is desirable to run combined pedestrian/bicycle facilities through greenbelt areas to link new residential areas and office/industrial, commercial, school and recreation areas. The City of Davis and the Counties of Sacramento and Marin are leaders in developing combined paths that provide safe and enjoyable routes for people to walk, jog, run, or bike to and from home and other destinations.

Along all pedestrian facilities, adequate lighting is important for safety. Light sources should be in scale with the facility, e.g., low and frequent as opposed to high-pole street lighting. The Kenilworth crossing of U. S. 101, which is currently closed, needs nearby development near its west end to provide for activity levels more conducive to safe passage over the bridge.

AIR TRANSPORTATION

The Petaluma Municipal Airport off of Washington Street on the East Side was home to over 127 locally based aircraft in 1986. No major commercial air carrier serves the airport. The intent of the adopted *Petaluma Municipal Airport Master Plan* is to accommodate local and private business traffic, but not scheduled commercial service.

The airport's 3,600-foot runway can accommodate small corporate jets. Projections are for an increase from 50,000 flights in 1978 to 146,000 flights per year by 1998. According to the Environmental Impact Report prepared in 1978, the number of aircraft based at the airport will increase to 280 planes in 1998. (The airport will be able to accommodate up to 400 aircraft.) Airport-related businesses are also expected to grow.

Although the airport can handle small commercial commuter planes, it is likely to remain only a general aviation facility. It is not likely to become a major link in the city's transportation network.

WATER TRANSPORTATION

Like rail, water transport has slipped from its early and important role in Petaluma's daily life, although several Petaluma industries still depend on river transport. The future may see ferry boats (such as those that ply from San Francisco to Larkspur) sailing up the Petaluma River as well. The City should preserve river frontage in anticipation of such an event.

10.3 OBJECTIVES, POLICIES, AND PROGRAMS

The following are the City's transportation objectives, policies, and programs. The objectives relating to "problem-free transportation" are grouped under **traffic flow, convenience, and access; traffic model; U.S. Highway 101; and commercial areas**. These are followed by **safety; residential peace and quiet**; and the objectives that relate to Goal 4 (reduce dependence on the auto): **transit, bicycles, and land use**.

TRAFFIC FLOW, CONVENIENCE, AND ACCESS

Objectives:

- (a) *Improve traffic flow.*
- (b) *Provide easy and convenient access to all areas of the community.*
- (c) *Improve connections between the East and West Sides, and provide both sides with better access to U.S. 101.*



The new municipal airport replaces the old Petaluma Sky Ranch, shown in this 1985 view.

Policy 1: *On city streets where Level of Service (LOS) is currently at "C" or better, LOS shall not deteriorate below level "C." Where 1985 LOS was "D" or "E," LOS shall not deteriorate to the next lower level.*

Policy 2: *Traffic improvements shall be made to arterials and collectors to provide LOS "C" or better, where feasible.*

As new areas develop, four-way (rather than "T") intersections, should be created where collectors intersect arterials. This would produce fewer turning movements and require fewer traffic signals.

Policy 3: *Petaluma shall maximize the efficient use of existing transportation facilities.*

Policy 4: *Continue to seek other ways to improve existing, and provide additional, east/west routes connecting the West Side to the East Side.*

Policy 5: *New single-family residences shall not front on arterials.*

Policy 6: *Strip commercial uses shall be discouraged except where specifically designed to reduce "friction" of traffic generated. Driveways onto arterials will be strictly limited and controlled.*

Policy 7: *The City shall create parking assessment districts for those areas where off-street parking is in short supply, and as a means of financing collective parking where strip commercial already exists (e.g., along Petaluma Boulevard North and South).*

Policy 8: *Landscaped medians and islands shall be used wherever possible to direct and channel traffic.*

Four specific east/west route improvements are recommended:

- This Plan recognizes the need for and recommends a Corona Road interchange with U.S. 101. Once the interchange is constructed, the widening of Corona will be required, although more by the expected turning movements and by safety considerations than by sheer volume of traffic. This Plan recommends widening Corona Road to five lanes (four through lanes and a left-turn lane/median) from Petaluma Boulevard to North McDowell Boulevard; and three lanes (two through lanes and a left-turn median) from North McDowell Boulevard to Ely Boulevard.
- Washington Street between North McDowell Boulevard and the U.S. 101 interchange ramps should be widened to accommodate special channelization for turn lanes necessitated by the increasingly heavy turn volumes at the intersections.
- Rainier Avenue should be built as a four-lane divided arterial from North McDowell Boulevard to Petaluma Boulevard North with an overcrossing and interchange with U.S. 101. Rainier is already a four-lane arterial from McDowell Boulevard to Ely Boulevard. The Rainier Avenue extension will relieve some of the congestion at Washington Street by providing another route into downtown Petaluma and onto U.S. 101. This facility should be planned to be in service sometime before 1997.
- To provide another link between the East and West Sides, a southern crossing of the Petaluma River will be needed by the time "build-out" of this General Plan is reached. One location, as determined using the computer model, would connect Petaluma Boulevard South, from below the U.S. 101 bridge over the Petaluma River, to Lakeville Street near Caulfield Lane.

The projected 24-hour traffic volumes shown on Figure 10-10 were produced assuming a road network with the above improvements in place ■

Policy 9: *Land use decisions shall take into consideration potential traffic impacts.*

Policy 10: *New development shall be required to pay a pro-rata share of needed traffic improvements.*

Policy 11: *The City shall see that sufficient funds are accumulated to pay for all anticipated traffic improvements.*

Policy 12: *In newly developing areas, the City shall establish plan lines for streets and shall create assessment districts where necessary, before development occurs.*

Program (1) *The City will maintain an order of magnitude estimate of the total employment in the city's major employment areas. The traffic/transportation engineer will assess, on a periodic basis, the need for City transit service to major employment areas.*

Program (2) *Petaluma will require site-specific traffic impact analysis of auto-intensive uses (such as drive-in facilities, fast foods and convenience markets).*

The zoning ordinance will be amended to define "auto-intensive uses" to ensure that any new or expanded facilities will not result in unacceptable traffic service levels.

Program (3) *The City shall identify, evaluate, and set priorities for potential east/west routes and develop plans to improve them.*

With respect to programs 3, 9, and 11, modifications to State highways will have to be studied by Caltrans to determine their desirability and/or feasibility.

Program (4) *The City will investigate alternative methods of financing the highest priority east/west circulation improvements. The City should initiate the formation of benefit and/or assessment districts to assist in financing needed east/west and other improvements.*

TRAFFIC MODEL

Program (5) *Maintain and use the traffic model to anticipate problem areas.*

As Petaluma and Sonoma County grow, so will traffic on roadways in and through Petaluma. Future growth can be planned and accommodated by identifying road improvements and additions necessitated by increased demands on the roadway system. The city-wide goals and objectives (listed in this chapter) that establish desired traffic conditions have been used to evaluate where the city's existing road network is likely to fall short and, therefore, where some form of improvement to the system will be needed.

TRAFFIC MODEL. To aid in evaluating the impacts of future city- and county-wide growth, a traffic model was developed. A computerized modeling system called Micro-computer Urban Transportation Package ("MINUTP") was utilized to simulate and project future traffic conditions in Petaluma. The system, developed from the Federal Highway Administration (FHWA) transportation model Urban Transportation Planning System (UTPS) for large mainframe computers, uses a gravity model technique to assign traffic to a street system based on existing and projected land uses. The MINUTP system is one of the more sophisticated transportation planning software systems currently available for micro-computer. It operates on an IBM personal computer with the programming options and a

sophistication previously only available on large urban system models utilizing mainframe computers.

Using the city-wide MINUTP traffic model, projected city land uses, and the goals and objectives in this chapter, future traffic volumes and impacts were analyzed, deficiencies identified, and mitigations recommended. The traffic projections shown on Figure 10-10 are for a 24-hour period with roadway capacities based on facility type and number of lanes. Level of Service (LOS) C was used as the desired level of service, with exceptions being facilities where the existing level of service is already below LOS C. Figure 10-5 shows locations of existing deficient roadway segments ■

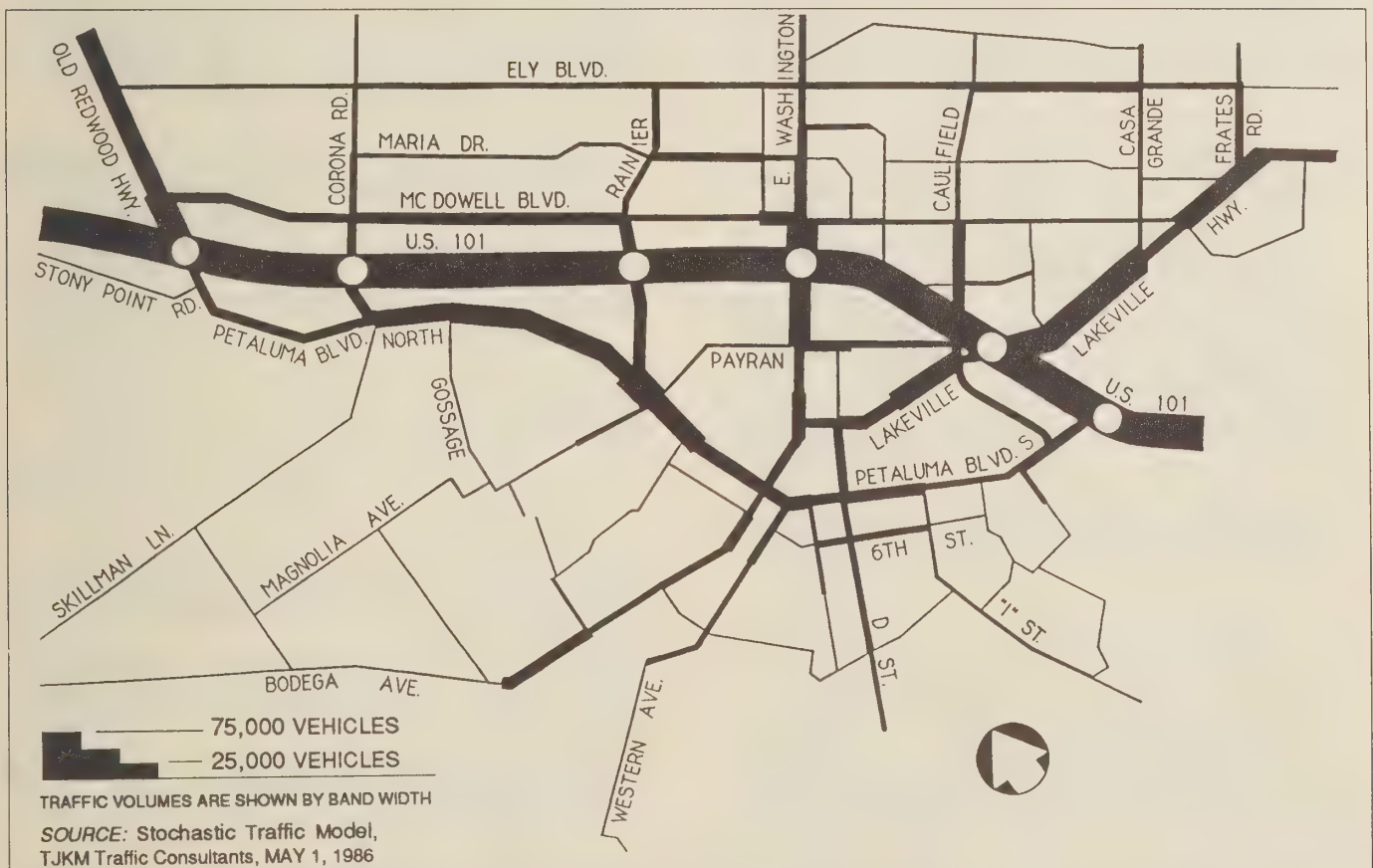


Figure 10-10: 24-hour Traffic Volumes Projected at "Build-out" (after the year 2000).

CIRCULATION MAP. An important part of this Plan is the *Circulation Map* that accompanies this Plan. Drawn at a scale of 1" = 1,000', it shows existing and proposed roadways and bicycle routes. Proposed roadway improvements on the map include:

New interchanges at U.S. 101 at Rainier Avenue and at Corona Road.

New arterials: Rainier Avenue extended from McDowell

Boulevard to Petaluma Boulevard North; and a new "southern crossing" of the Petaluma River.

New collectors: Victoria Drive between D Street and Western Avenue; the extension of Maria Drive to Corona Road; an industrial road parallel to and west of U.S. 101, from Corona Road to Rainier Avenue extended; extension of Country Club Drive; and connections from Wood Sorrel Drive to Maria Drive and to McDowell Boulevard ■

EXISTING FACILITIES NEEDING IMPROVEMENT.

- *East Washington Street.* There are opportunities to convert some of the striped two-way left turn medians to landscaped medians with protected left turn pockets. This Plan recommends an immediate engineering study of the possibilities and costs.
- *Old Redwood Highway* should be widened to four through lanes from Stony Point Road to Rohnert Park / Cotati. This improvement would have to be coordinated with Sonoma County's transportation improvement plans. The Old Redwood Highway overcrossing of U.S. 101 also needs to be widened to four lanes. Special treatment is needed for left turns, right turns, and on/off-ramp movements at intersections between Stony Point Road and McDowell Boulevard.
- *Casa Grande Road* should be completed to four lanes from McDowell Blvd. to Ely Blvd., as development occurs east of Ely.

- *McDowell Boulevard* should be completed to four lanes from Old Redwood Highway to Lakeville Highway. Provide a landscaped median for left turns between Casa Grande Road and Old Redwood Highway.

- *Ely Boulevard* should be completed to four-lane arterial standards from Washington Street to Corona Road.

- Widen *Lakeville Highway* to a four-lane divided arterial from Caulfield Lane to Frates Road. Left-turn and right-turn lanes should be incorporated into the standard roadway cross section at intersections, especially between the U.S. 101 ramps and Baywood Drive.

- Complete *Maria Drive* as a two-lane collector from Sunset Parkway to Corona Road as development occurs along the route ■

Program (5.I) *Develop the data base and adopt the criteria for roadways and intersections as necessary to carry out policies 1 and 2 relating to LOS.*

Program (6) *Create assessment districts where appropriate, and/or charge for needed transportation improvements (e.g., additional lanes, bus shelters, traffic signals) on the basis of dollars needed per square foot of developed floor space.*

Program (7) *Identify on a priority basis those arterials and collectors that need medians. Schedule and fund in the Capital Improvements Program.*

Program (8) *Limit and control the number and locations of driveways onto arterials.*

Program (9) *Revise street standards to provide medians where appropriate; appropriate landscaping; and to preclude houses from fronting on arterials.*

U.S. HIGHWAY 101

Objective (d): *Reduce the impacts of Highway 101 traffic on Petaluma, and vice versa.*

Policy 13: *The City shall monitor regional developments and their effect on U.S. Highway 101 and on Petaluma.*

U.S. 101. Two new lanes on U.S. 101 will be needed because of the regional demands on the facility as it passes through Petaluma. It will be important to incorporate in the regional plan for U.S. 101, currently under study, several new facilities to serve Petaluma. One is the Rainier interchange, discussed on page 108. A second is the Corona Road / U.S. 101 interchange, which will serve the expanding North McDowell Business Park and growth in the Corona-Ely area. The facility need not be in place until the year 2000, however ■

Policy 14: *The City shall provide input to other local and regional agencies with respect to plans and proposals in their jurisdictions that impact Petaluma.*

Program (10) *Maintain an active role in the U.S. Highway 101 Corridor planning program with the purpose of assuring that the improvements eventually provided will enhance intra-city movement in Petaluma.*

Program (11) *Strive for continuity of effective local representation on regional transportation agencies.*

COMMERCIAL AREAS

Objective (e): *Improve traffic and parking in and around commercial areas.*

Policy 15: *The City shall prepare, adopt, and keep up-to-date a traffic and parking plan for the downtown.*

Policy 16: *The City shall prepare, adopt, and keep up-to-date a traffic and parking plan for other commercial areas.*

Program (13) *Upgrade existing parking facilities and add new ones that will be easy to reach and will prove attractive to drivers and pedestrians alike.*

Program (14) *Locate and improve crosswalks for the convenience of drivers and pedestrians alike.*

Program (15) *Provide additional turning lanes where needed.*

SAFETY

Objective (f): *Insure safe travel for pedestrians, and especially for school children going to and from schools.*

PARKING can be broken down into two areas. One is the downtown commercial area, and the second is the rest of the city.

City Wide. In general, new development throughout the city should provide off-street parking to meet its needs. On-street parking should be allowed on collector roads and residential streets, but restricted or limited on arterials.

Downtown. Because of the intensive commercial and business development in the downtown area, elimination of on-street parking is not currently feasible. However, as restoration and development occurs downtown, every effort should be made to develop more off-street parking. Along Petaluma Boulevard, the City should remove some on-street parking at approaches to the Washington Street

and Western Avenue intersections so that left-turn pockets can be constructed. This could be phased to take place after additional off-street spaces have been built to replace the loss of on-street parking.

The key to a successful downtown Petaluma, from a transportation perspective, is availability of parking, good vehicle circulation, and easy pedestrian movement. At times, the demands of these three characteristics conflict, but by providing parking off of the two main traffic-carrying roadways (Petaluma Boulevard and Washington Street), allowing removal of parking from these streets, and then providing direct pedestrian access from the off-street parking facilities to the shopping areas, it will be possible to increase vehicle flow into and through downtown while maintaining ease of consumer access to stores and businesses ■

Policy 17: *The City shall continue to work with school districts to delineate criteria for, and to establish a crossing guard program.*

Policy 18: *The City shall continue to make every effort to assure that adequate enforcement is available to assure safety in residential areas.*

Program (16) *The City will cooperate with school districts to form a committee to designate and annually update safe routes to and from school.*

Program (17) *Develop and promote a traffic safety and education program.*

RESIDENTIAL PEACE AND QUIET

Objective (g): *Reduce noise caused by through-traffic in residential areas.*

Policy 19: *The City shall make every effort to assure that through-traffic is diverted from residential streets to arterials.*

Program (18) *For new streets, and for existing streets where possible, establish and adopt a hierarchy of streets by function, and limit streets to their assigned purpose(s).*

Program (19) *Plan and adopt truck routes and related regulations.*

Trucks generally travel unrestricted in Petaluma. This General Plan commits the City to adopting a system of truck routes with the aim of encouraging the use of several specific arterials as *primary routes*, and other arterials as *secondary routes* for trucks to use while traveling to and

from major destinations. The plan should be designed to remove most major truck travel from residential streets.

To implement the system, the City will sign each truck route. Route maps will be sent to all businesses that rely on trucks for delivery or for pickup of goods or products. The police will be consulted in the design of the system and will be made aware of the City's priorities for enforcing truck route regulations with fines to vehicles not in compliance. Delivery trucks and moving vans will be exempted from the restrictions.

Program (20) *Modify residential street design (cross-section and route) in order to discourage through traffic.*

Program (21) *Create uniform, continuous (rather than segmented) arterials and collector streets.*

Continuous arterials and collectors will help maintain the speed and capacity that these streets need in order to function efficiently. Access to arterials should only be from collectors and local streets (not from driveways).

Program (22) *Segment local residential streets so that all traffic flows onto collectors or arterials.*

To reduce the use of residential streets as major traffic carriers, new residential streets should be designed to be non-continuous or circuitous routes with the use of *cul-de-sacs* whenever possible. These streets should be designed to be narrower than collector streets.

See the section on "Noise" in Chapter 11 for programs relating to reduction of noise caused by vehicles ■

TRANSIT

Petaluma has adequate public transportation. As the city grows, however, it will need a number of new transit routes, additional buses to serve intra- and inter-city travel, and a new central transfer terminal. The actual number of new buses and routes can only be determined through careful projections of increased demand for service.

Potential long-range public transportation improvements have been studied as part of the *U.S. 101 Corridor* analysis. The improvements are not defined as to exact location or type, but two favorites are a light rail system and an exclusive busway along the Northwestern Pacific Railroad right-of-way. If either type of mass transit facility is implemented, then intra-city (Petaluma Transit) and inter-city (Sonoma County Transit and Golden Gate) service should be focused around the new stations. Timed transfers between long-haul and short-haul carriers will reduce overall transit travel times and provide better service to Petalumans.

Objective (h): Increase transit ridership.

Policy 20: *The City will make every effort to insure that the transit-dependent public will be well served.*

Policy 21: *The City will make every effort to insure efficient inter-system scheduling.*

Policy 22: *The use and development of alternative transportation systems (e.g., light rail; jitney service) shall be encouraged.*

Program (24) *Provide adequate transit facilities (bus stops, transfer stations, etc.).*

All new facilities, public and private, should adequately provide for public transportation through the development of bus turnouts and bus shelters.

Program (25) *Construct a new central transfer terminal.*

The facility should have adequate vehicle and bicycle parking areas and covered waiting areas. Its design should be based on consultation with Golden Gate Transit and Sonoma County Transit as to location and amenities.

Program (26) *Provide for park-and-ride facilities at major transit stops.*

Program (27) *Provide direct and frequent shuttle service between downtown and other major shopping areas.*

Program (28) *The City will coordinate its intra-city buses with inter-city buses, with emphasis on serving the commuting public.*

Petaluma Transit should coordinate service with Golden Gate Transit and Sonoma County Transit to provide timed transfers to reduce waiting time for passengers. The City should inform and educate Petalumans as to bus schedules, bus stop locations, bus fares, and the ease of transferring from one line to another. All possible efforts should be made to keep fares low and headways short. Short headways are critical to maximizing ridership during the peak commute.

Program (28.1) *The City will add bus routes as new industrial areas develop.*

BICYCLES

Existing bike facilities do not meet the needs and desires of the citizens of Petaluma and do little to encourage safe bicycle use within the city. The following objectives, policies, and programs will create a bicycle network that will meet the goals and needs of the community.

Objectives:

(i) *Construct a comprehensive bikeway system throughout the city to connect major activity centers and scenic areas.*

(j) *Connect Petaluma's bikeways to the County bikeways network.*

(k) *Provide for the maximum safety of each bicycle rider.*

Policy 23: *The location of bicycle routes shall be studied and coordinated with the retention of open space.*

Policy 24: *The bikeway system shall connect major activity centers in Petaluma and link them with scenic areas.*

Policy 25: *The bikeway system shall connect to the County network of bike routes.*

Policy 26: *New or upgraded bridges and overpasses shall include bicycle lanes.*

Policy 27: *Existing bicycle facilities shall be upgraded and expanded, and new ones shall be added.*

Policy 28: *Major new roadways shall be required to include a bicycle lane in each direction.*

Policy 29: *The City shall work with Santa Rosa Junior College to establish bicycle routes between the new campus, activity centers, and regional bike routes.*

Policy 30: *As the bicycle system is implemented, efforts will be made to promote safety.*



Bicycle bridge over a creek parallels adjacent roadway.



On-street bike lane connects to off-street pathways system.

Program (29) *Update the existing plan and/or adopt a new and comprehensive Bicycle Use and Facilities Plan and implementation program.*

Program (30) *Develop and implement a system of off-road bike paths.*

Program (31) *Expand and improve bicycle routes, and connect them to each other and to major destinations.*

Program (32) *Provide bicycle lockers at public facilities.*

Program (33) *Require new development and redevelopment to include bicycle routes and parking facilities.*

Program (34) *Amend the zoning ordinance to address the construction of bikeways and facilities in the planning review process.*

Program (35) *Add to the zoning ordinance specific requirements and standards for the number, location, and type of bicycle parking spaces to be provided by public and private development.*

Program (36) *The design of the bikeway system shall minimize the number of freestanding bike signs.*

A recommended bicycle network is shown on the *Circulation map*. The plan emphasizes development of on-street facilities that can be implemented sooner and more easily than off-street facilities. The plan proposes that off-street facilities pass through greenbelts, along the Petaluma River or creeks like Lynch and Washington, and along abandoned railroad routes. In general, off-street facilities will meet recreational needs, while on-street facilities will meet the needs of commuters, shoppers, and school children.

LAND USE

Land use and traffic generation and impacts are directly related. The land use policies in this Plan can reduce the negative effects of growth on the City's road network. In essence, the policies will:

- Seek to balance jobs, housing, and commerce in the city to provide at least the opportunity for each Petaluma resident to live, work, and shop in Petaluma.
- Allow a mix of commercial, industrial, and office in "business parks." Limited development of restaurants, mini-markets, delicatessens, and gas stations within an industrial-office park will reduce the daily trip volume to/from the area.
- Provide sidewalks and bike paths between residential areas and employment centers.

Objective (1): *Seek commercial and industrial land uses and development that will have programs for employees to ensure fewer vehicle trips.*

Policy 31: *Land use decisions shall be based on potential traffic impacts.*

Policy 32: *Parking standards shall be reduced in locations near transit or in return for establishment of transportation systems management programs.*

Transportation system management (TSM) is the use of bicycles, public transportation, carpools, walking, flexible work schedules, and park-and-ride lots to reduce daily and peak hour traffic volumes on city and regional facilities.

Petaluma General Plan

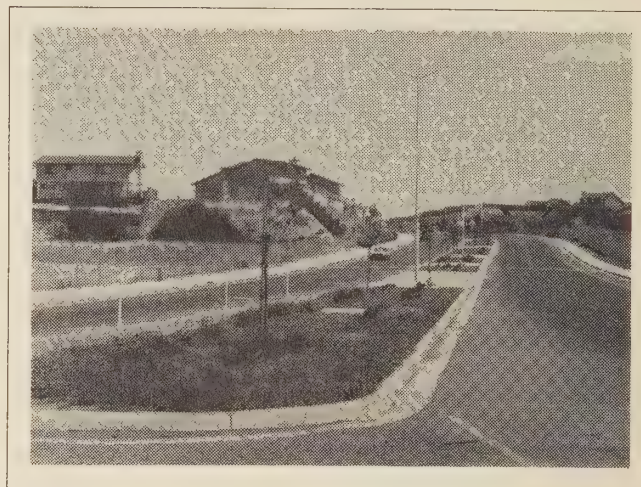
A number of cities and counties have required TSM measures as part of the approval of a project, but only the more recently adopted ordinances set TSM goals and have enforcement mechanisms that work.

Policy 33: *A transportation management plan should be developed to improve traffic flow and provide alternatives to the single-occupant auto.*

Program (37) *Adopt standards and criteria for the number of trips per acre that are generated by specific land uses, and zone commercial and industrial areas according to the number of trips per acre they will be allowed to generate.*

Program (38) *Adopt standards permitting up to a forty percent reduction in required paved parking in return for TSM programs (e.g., company sponsored and administered car pooling, van pooling, ride-sharing, and transit passes).*

Program (39) *A portion of required off-street parking in industrial areas should be held in landscaped reserve until the parking need is proven.*



Typical of new developments in many Bay Area communities, this arterial includes a planted median and bike lanes.

BICYCLING. Adoption of the following rules and administrative procedures will insure the timely and orderly development of the bicycle system.

- Priority for construction of facilities should go first to school uses; second, to parks or recreation; third, to downtown; and fourth, to work-related trips.

- On-street bike lanes should be developed first, and off-street facilities, second.

- All new arterial or collector streets, and any existing roadways that are widened should provide for bicycle facilities.

- New development should be encouraged to provide safe and enjoyable off-street links between residential areas and places of work, shopping, and recreation.

- A program combining street sweeping, police patrol, and safety enforcement should

be implemented as soon as a usable bicycle network is in place.

- Safe bicycle parking facilities should be provided at major destination points. Facilities should include bicycle lockers for long-term parking; stationary facilities to which a bicycle can be locked for short-term use; or fenced and locked bicycle "pens" at schools. Business or employment centers should be encouraged to provide bicycle parking facilities for their employees.

- Bicycle racks must be provided on transit vehicles.

- Bicycle facility design should meet California Department of Transportation standards for bicycle facilities (*Planning and Design Criteria for Bikeways*).

- An educational program for elementary and junior high school students should be established to teach children safe bicycle use ■



Among the more congested intersections in the city is this one at Petaluma Boulevard and East Washington Street. The view is from the Elks' Club, looking east along Washington.

Figure 10-11: Guide to Transportation Goals, Objectives, Policies, Programs, and Implementation.

Objectives	Policies	Programs	Body Responsible for Implementation ¹				
			CC	CM	PD	PW	SD
Goal 1: A problem-free transportation system							
b	3	1		•		•	
a	1,2,6,9,10	2			•		
c	4,8	3	•		•	•	
c	4,10,11,12	4	•	•		•	
a,b	1,9,12	5			•	•	
a,b	1,2	5.1	•			•	
b	7,10,11	6		•	•	•	
a	8	7		•	•	•	
a	5	8			•	•	
a	5,8	9			•	•	
d	13,14	10	•		•	•	
d	13,14	11	•				
e	15,16	13	•			•	
e	15,16	14				•	
e	15,16	15				•	

(Guide continues on page 116.)

Figure 10-11: Guide to Transportation Goals, Objectives, Policies, Programs, and Implementation (continued).

Objectives	Policies	Programs	Body Responsible for Implementation ¹				
			CC	CM	PD	PW	SD
Goal 2: Improve safety							
f	17	16	.				.
f	18	17	.	.			.
Goal 3: Peace and quiet in residential areas							
g	19	18			.	.	
g	19	19			.	.	
g	19	20			.	.	
g	19	21			.	.	
g	19	22			.	.	
Goal 4: Reduce dependence on the auto							
h	20	24	.	.	.	.
h	20,21	25	.	.	.	.
h	20	26			.	.	
h	20,22	27			.	.	
h	21	28		.	.	.	
h	20	28.1			.	.	
i	23-29	29			.	.	
i,j,k	23,27	30			.	.	
i,j	24-29	31			.	.	
i,k	27	32				.	
i	27,28,29	33			.	.	
i	26,27,28	34			.	.	
i,k	27	35			.		
i,k	27,30	36			.	.	
l	31	37	.		.	.	
l	32	38			.	.	
l	32,33	39			.	.	

Notes:¹ CC: City Council CM: City Manager PD: Planning Department PW: Public Works Dept.
SD: School Districts

11. COMMUNITY HEALTH AND SAFETY



11.1 INTRODUCTION

This chapter covers safety, as prescribed by Safety Element provisions of the Government Code, Section 65302 (g); noise, as covered by Noise Element guidelines of the Government Code, Section 65302 (f); air quality; and water supply and quality, which are parts of the state mandated Conservation Element, Section 65302 (d). The major goals of this chapter are:

Goal 1. *Strive to protect the community from injury, loss of life, and property damage resulting from natural catastrophes and any hazardous conditions.*

Goal 2. *Strive to reduce the impact of pollutants on the well-being of Petalumans.*

Goal 3. *Provide an adequate, consistent, water supply to meet Petaluma's needs.*

Goal 4. *Maintain and improve, where possible, the water quality of Petaluma.*

The underlying assumption of the first goal is that the City can reduce the hazards caused by certain natural occurrences if the probability of such conditions are known in advance and plans for dealing with them are prepared.

All maps referred to in this chapter are found in the Technical Appendix and are available from the City's Department of Community Development and Planning. In addition, a "Development Constraints Map" at a scale of 1" = 1,000' shows the referral area of the Sonoma County Airports Land Use Commission; the various clear zones, approach zones, and transition zones surrounding the Petaluma Municipal Airport; floodways and flood plains; elevations above which water service is severely limited; and parcels covered by agricultural preserve ("Williamson Act") contracts.

11.2 OBJECTIVES, POLICIES, AND PROGRAMS

State law requires that a Safety Element address the protection of the community from any unreasonable risks associated with the effects of seismically induced surface

rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides; subsidence and other known geologic hazards; flooding; and wildland and urban fires.

The safety-related objectives, policies, and programs are divided into six sections: (1) emergency preparedness; (2) flood hazards; (3) seismic safety; (4) slope stability; (5) fire and police services; and (6) hazardous materials transportation and storage. Separate sections on noise, air quality, water supply, and water quality then follow.

11.3 EMERGENCY PREPAREDNESS

Defense against catastrophe combines avoidance of threatening situations with preparation of response plans. Quick action in an emergency can reduce injuries and damage.

Objectives:

- (a) *Increase public awareness of fire, seismic, and other natural hazards, and of methods to avoid or mitigate the effects of these hazards.*
- (b) *Avoid land uses that threaten public safety and/or that may result in property damage.*
- (c) *Ensure that critical facilities will function during and after a disaster.*

Policy 1: *The City shall maintain an updated disaster response plan.*

The City has a disaster response plan and a City Disaster Council that meets regularly. The Disaster Council recommends changes to the disaster response plan, as needed. The disaster response plan has been adopted by reference in this General Plan, will remain in effect, and will be revised to meet changing conditions.

Policy 2: *Essential emergency facilities shall be identified and provisions made to ensure that they will function in the event of a disaster.*

Policy 3: *Land uses in areas prone to natural hazards shall only be allowed with appropriate mitigation.*

Policy 4: *The City shall strive to educate the community about environmental hazards, measures which can be taken to protect lives and property, and methods for responding to various disasters.*

Policy 5: *The City shall cooperate with other public agencies to store, organize, distribute, and administer emergency medical equipment, supplies, services, and communications systems.*

Program (1) *Continue to update the City's disaster response plan.*

Program (2) *Identify specific facilities and lifelines critical to effective disaster response, and evaluate their abilities to survive and operate efficiently immediately after a major disaster. Designate alternative facilities for post-disaster assistance in the event that primary facilities become unusable.*

Part of a disaster response plan is identification of those facilities that will be relied upon in the event of catastrophe. Critical facilities are hospitals, fire stations, police stations, Civil Defense Headquarters, the Emergency Operations Center, gas, electric, and water lines, ambulance services, emergency broadcast services, and power plants. Bridges should be evaluated for structural ability to withstand a major disaster. Public facilities such as schools, auditoriums, and stadiums may be designated as alternative facilities.

The Fire Chief, as coordinator of the disaster response plan, heads the operation of the Emergency Operations Center, and will designate the appropriate critical and alternative facilities.

Program (3) *Continue to regulate development to assure adequate mitigation of safety hazards on sites having a history or threat of slope instability, seismic activity (including liquefaction, ground failure, and ground rupture), inundation from dam failure or flooding, or fire.*

Structural hazards result when man-made structures interact with natural hazards. The impact on life and property damage is multiplied when structural failure occurs. Structures should not be located where there is high risk unless there is appropriate mitigation. Critical facilities should avoid these areas entirely.

11.4 FLOOD HAZARDS

Flood hazards are considered in three categories: **natural flooding**, **dam inundation**, and **mud and debris flows**. *Natural flooding* results from major rainstorms that cause overflows of stream courses, and may be aggravated by inadequacies in local storm drain facilities. *Dam inunda-*

tion occurs in association with structural failure of a nearby water impoundment. *Mud and debris flows* originate in hillside areas having deep top soils with poor drainage characteristics.

Some locations in Petaluma have been and will be subject to flooding during a storm with a 1% chance of occurrence in any year — the 100-year flood, which has been set as the “base flood” standard for acceptable risk. The city has been designated as a “special flood hazard community” and is thereby eligible for flood insurance under the Federal Emergency Management Act (FEMA).

Should the Lawler Dam fail, there is potential for inundation along Adobe Creek. A geotechnical investigation of the Lawler Reservoir concluded that the embankments are basically stable and should not fail due to liquefaction, ground shaking, or single-break rupture were an earthquake with a Richter magnitude of 7 to occur along the Rodger's Creek Fault.

Objectives:

(d) Protect the community from risk of flood damage.

(e) Continue to preclude new developments from compounding or impacting the potential for flooding in developed areas.

(f) Further reduce the potential for flooding along the Petaluma River and along its tributaries.

Policy 6: *The City shall maintain an updated flood control plan.*

Policy 7: *The City shall regulate land uses in flood-prone areas and should allow development in those areas only with appropriate mitigation.*

Limiting land uses to those that can sustain periodic flooding will have the greatest long-term benefits. Appropriate uses would be open space and recreation. Any higher density development must mitigate the downstream or upstream impacts.

Policy 8: *The City should promote community awareness regarding severity and extent of potential local flooding.*

Policy 9: *The City shall cooperate with the Sonoma County Water Agency to establish a flood management plan and program for the Petaluma River Watershed (approximately the same as the Petaluma Planning Referral Area) using the most current Sonoma County Water Agency Master Drainage Plan for the Petaluma River Watershed as a guide.*

Flooding hazards originate within the watershed. The Sonoma County Water Agency researches and initiates flood control projects within the county. Petaluma should lobby for funding and completing necessary projects in developed areas already experiencing flooding.

Policy 10: *The City shall continue to require fees, standards, and other measures to mitigate downstream impacts associated with new development.*

Proper drainage facilities will be required, and the City will also require mitigation of impacts that may be experienced downstream of the development site.

Policy 10.1: *The City shall periodically review and adjust flood mitigation fees for new construction.*

Program (4) *Enforce measures to minimize soil erosion and volume and velocity of surface runoff both during and after construction.*

The objective is to reduce flooding potential; this program aims to reduce surface runoff from areas that drain into streams and reservoirs. Specific techniques include retention, planting of vegetation, cross-slope furrows, grading, and other measures which prevent erosion. Ordinances to control soil erosion during construction should be strictly enforced.

Program (5) *Improve drainage channel capacity in ways that will preserve the natural character of the waterways.*

Program (6) *Continue to support the programs of the Sonoma County Water Agency to protect drainage channels and keep them clear of silt and debris.*

Program (7) *Adopt the most reasonable, sensitive, and effective proposal(s) of the Sonoma County Water Agency Master Drainage Plan in order to mitigate the 100-year flood.*

The City will pursue funding for and construction of the most reasonable, sensitive, and effective measures in the Master Drainage Plan.

Program (8) *Encourage landowners who desire development of flood plain parcels to develop plans and funding mechanisms to prevent flooding.*

No development should be allowed which would raise the level of the 100-year flood. Infill development may still be desirable in some flood prone areas, however, and may be allowed with sufficient planning and mitigation to avoid flooding.

11.5 SEISMIC SAFETY

Earthquakes originate as shock waves generated by movement along an active fault. The primary seismic hazards

are ground shaking and the potential for ground rupture along the surface traces of the fault. Secondary seismic hazards result from the interaction of ground shaking with existing soil and bedrock conditions, and include liquefaction, settlement, landslides, tsunamis (tidal waves) and seiches (oscillating waves in enclosed water bodies).

ACTIVE FAULTS. Two active faults affect the Petaluma area: the San Andreas Fault and the Healdsburg-Rodgers Creek Fault. The Tolay Fault zone was identified as an Alquist-Priolo Special Studies Zone, and thus a Hazard Management Zone in the previous seismic safety element. On the basis of a subsequent fault evaluation report, the California Division of Mines and Geology removed the special studies zone designation and this General Plan removed the Hazard Management Zone for the Tolay Fault (see Technical Appendix). Nevertheless, site-specific geotechnical field studies should be required for proposed developments on or in the immediate vicinity of the Tolay Fault ■

Objective (g): *Minimize risks associated with seismic activity.*

Policy 11: *Establish acceptable levels of risk/life safety standards and bring buildings up to the same standard.*

Policy 12: *The City shall require dynamic ground-motion analyses and responsive structural design for all new high-occupancy structures and structures whose continued functioning in the event of a disaster is critical, and continue to have plan checks for these buildings performed by a licensed structural engineer.*

Policy 13: *The City shall avoid placement of critical facilities and high-occupancy structures in areas prone to ground failure during an earthquake.*

The following critical facilities are assigned a very low level of acceptable risk: structures with high or involuntary occupancy; utilities; communication lines; transportation, police, fire and medical facilities; and structures whose failure may be hazardous to large areas.

Program (9) *Enforce safety standards for design of new and existing structures. Give priority to identification of critical public facilities and high-occupancy structures which present unacceptable levels of risk.*

Program (10) *Contract with a licensed geologist for independent review, analysis, and recommendations of geotechnical reports and development plans for projects in hazardous areas. Refer geologic/seismic investigations to the geologist for review and assessment.*

Program (11) Record information on potential geologic hazards with parcel or subdivision maps.

Program (12) Identify potentially seismically hazardous buildings, defined as “all public and private buildings intended for human habitation, except buildings having five living units or less, constructed prior to enactment of local codes requiring earthquake resistant design and constructed with unreinforced masonry bearing walls,” and establish a mitigation program based on type of use, level of occupancy, and/or type of construction. The mitigation program must address the need to balance the objectives of earthquake mitigation, historic preservation, and economic viability.

Program (13) Develop programs to increase public awareness of seismic hazards and to educate the community on procedures that can help to minimize injury and property loss before, during, and after an earthquake.

Programs for public education on any safety subject should include steps individuals can take to prepare their own or their family’s emergency preparedness plan for various situations.

Program (14) Establish standards and specifications for masonry fences and soundwalls placed on adobe soil so they will be capable of withstanding seismic forces and wind loading.

11.6 SLOPE STABILITY

Landslides are most likely in hillside locations under conditions where (1) rock strata parallels surface slopes; (2) high clay content absorbs excess water; (3) displacement has fractured a fault zone; or (4) the bases of slopes have been removed by erosion or people. Landslides can be triggered by periods of heavy rainfall, human actions or earthquakes.

Objective (h): Minimize injury and property damage resulting from landslides and mass movements.

Policy 14: The City shall continue to require soil and geologic investigations in areas prone to slope instability — or to mass movements associated with seismic activity — prior to development. Both on-site and off-site hazardous impacts should be considered by the City in its development review process.

Policy 15: Soil analysis and erosion mitigation shall be required prior to issuance of use permits for all development proposed on sites prone to erosion.

Policy 16: Development — including any land alteration, grading for roads, and structural development — shall not be permitted in areas of slope instability or other geologic concerns until mitigating measures are taken to limit potential damage to levels of acceptable risk.

Landslide prone areas may be stabilized through removing, redistribution, compacting or otherwise stabilizing hazardous earth masses, installing soil drainage devices, buttressing, and carefully landscaping and irrigating. Other appropriate engineering methods may be acceptable.

Policy 17: Encourage clustering of development away from areas considered unsuitable for development.

Policy 18: Replanting of vegetation following development shall be required on slopes prone to instability. Drought-resistant plants shall be used for landscaping on slopes where excess watering might induce landslides and/or erosion.

Program (15) Institute fines for violations of the City’s “grading and erosion control” ordinance, in addition to the penalties already set forth.

The City will monitor developments in accordance with the provisions of existing ordinances and will institute fines for non-conforming activities.

11.7 FIRE AND POLICE SERVICES

Fire and crime can be prevented by active fire and police departments that plan for emergencies and anticipate problem areas. At the same time, the City needs to establish a rate for new development that maintains the City’s ability to provide effective fire and police services.

The City has identified wildland fire hazards in the Planning Referral Area. The Petaluma Fire Department currently operates under mutual aid agreements with Sonoma County and nearby cities including Santa Rosa, Cotati, Rohnert Park, Penngrove and Novato. The County contracts with the Penngrove Fire Protection District for service in some parts of the Petaluma Planning Referral Area. Volunteer fire companies are ready for fire protection in other areas. The County’s Wildlands Fires Hazard map is contained in the Technical Appendix and is incorporated into this General Plan by reference.

The location, spread and size of urban fires are less predictable than wildland fires. The assessment of potential damage from urban fires must concentrate on the public buildings and other facilities whose high occupancy or critical functions justify a low level of acceptable risk. All high-rise or contiguous buildings, multi-story apartments, mobile homes, commercial and industrial uses of flammable substances, hazardous materials or explosives, and all older structures lacking modern fire safety features should be given careful attention.

Criteria for determining fire hazard areas within the urban limit line have been developed by the Petaluma Fire Department. Open spaces are mapped and subject to weed abatement either by the owner directly or by the Fire Department which will contract the work and then place a lien on the property for the costs. High value districts downtown are subject to a business inspection program in order to identify hazardous buildings. Numerous buildings are identified on a pre-fire list. Floor plans, additional structural information and pertinent fire-fighting information is then gathered to assist in responding to emergency calls.

Objectives:

- (i) *Maintain safety services at an approved level.*
- (j) *Prevent loss of life and property due to fire or crime.*
- (k) *Incorporate fire-prevention measures into development planning.*

Policy 19: *The City shall continue to assure a four-minute response time for emergency vehicles unless other fire suppression measures approved by the fire chief have been instituted.*

There are three fire stations in the city: 1001 North McDowell Boulevard, 831 South McDowell Boulevard, and 198 D Street. Response times within the city are four minutes for initial response and seven minutes for backup response. These response times will not increase in newly developing areas unless alternative plans are put in effect for the sites. (A four-minute response area map is located in the Technical Appendix.)

Policy 20: *Emergency access routes shall be kept free of traffic obstacles, such as railroad tracks in disrepair, drainage swales, and illegally parked vehicles.*

Major access routes from fire and police stations to various areas of the city shall be kept clear to the extent possible.

Evacuation routes may be adopted and updated as part of the disaster response plan of the City Fire Department. The routes should be flexible to respond appropriately to various emergencies — flood, fire, or earthquake — and may need to change at the peak of an emergency because of unforeseen obstructions.

Policy 21: *Fire hazards shall be mitigated where appropriate with proper siting, use of fire-resistive materials and landscaping, and/or installation of early warning systems (alarms and sprinklers).*

The City Fire Department has adopted the Uniform Fire Code and the National Fire Code to address peak load water supply requirements, minimum road widths, and

clearances around new structures. The codes have been directing new construction for about twenty years and include recommendations on the type of exterior building materials in urban and rural construction. Any specific restrictions or changes to these codes shall be made in accordance with the General Plan and shall reflect the changing need in Petaluma.

Policy 22: *Continue to require landowners to clear vacant lots of excessive vegetation.*

Policy 23: *All landscaping within 50 feet of buildings in fire hazard areas shall be fire-resistive.*

Policy 23.1: *Consider using a portion of the urban separator as a fire break in fire hazard areas.*

Program (16) *Install traffic-signal override systems for emergency vehicles on all significant streets.*

Program (17) *Periodically update fire-protection requirements for new construction and remodeled buildings to reduce the impact of planned growth on fire department capabilities.*

Program (18) *Institute and enforce an ordinance requiring use of fire-resistive exterior materials on all new buildings constructed in high fire-hazard areas.*

Program (19) *Restrict the use of motorcycles and off-road recreational vehicles in fire hazard areas.*

Program (20) *Continue fire education programs in the elementary and secondary schools.*

11.8 HAZARDOUS MATERIAL TRANSPORTATION & STORAGE

“Hazardous materials” covers a large number of substances that are a danger to the public. These include toxic metals, chemicals, and gases; flammable and/or explosive liquids and solids; corrosive materials; infectious substances; and radioactive material.

The City currently has a Hazardous Materials *Response* Plan, which is adopted by reference in this General Plan. Its goals are to contain and identify hazardous materials spills and to implement evacuation programs as needed.

The intent of this section of the General Plan is to develop a Hazardous Materials *Management* Plan, with emphasis on prevention as opposed to clean-up. It envisions employing land use controls to reduce the handling of hazardous materials in residential and other sensitive areas; transportation restrictions to reduce the risk of spills; and information programs to build public awareness to the dangers, provide information to those who handle the materials, and improve compliance with regulations.

Objective (1): Protect the community's health, safety, welfare, natural resources, and property through regulation of authorized (and elimination of unauthorized) use, storage, transport, and disposal of hazardous materials, with specific focus on problem prevention.

Policy 24: *The City shall establish an ordinance governing the use, storage, transport, and disposal of hazardous materials.*

The City's Hazardous Materials Response Plan should be transformed into a comprehensive Hazardous Materials Management Plan, and be adopted by ordinance so that requirements for individuals and private businesses will be clearly known and enforced. The ordinance may be updated as necessary, but shall remain in compliance with the General Plan. The Hazardous Materials Management Plan and ordinance should be —

- developed in concert with industry, community groups, and other government agencies;
- effective, workable, and fair;
- a model for private industry;
- a source of information to the public with respect to technical and administrative developments in the field.

Program (21) *Adopt a disclosure ordinance which includes the following elements:*

- *A strict definition of "hazardous materials" beyond that included in the Glossary of this General Plan.*
- *A requirement that the City's fire department be notified of all use, storage, and transport of hazardous materials.*

Notification should include emergency phone numbers of technical advisors, business activities, storage maps, inventory statements, descriptions of emergency equipment and procedures, and any changes in types or amount of materials stored within 24 hours of such change.

- *Procedures for safe handling, discharge, and storage of hazardous materials.*
- *Means for continual enforcement of the County's Hazardous Materials Response Plan.*
- *A collection program for household toxic wastes.*
- *Designation of specific routes within the city for transport of hazardous materials.*

Program (22) *Establish special zoning designations and environmental review processes that limit the location of industry, research, and business facilities using hazardous materials. Safe distances should be required between these firms and residential areas, groundwater recharge areas, and waterways.*

Program (22.1) *Expand and strengthen existing City programs where appropriate to fill in the gaps in the current array of federal, state, and local hazardous materials management efforts. Specifically —*

- *Encourage effective implementation of workplace safety regulations.*
- *Assure that hazardous materials information is available to users and employees.*
- *Improve information gathering and availability and cooperation within and among City programs.*
- *Continue to support, improve the convenience of, and provide permanent funding for a household hazardous waste disposal program.*
- *Continue and expand present efforts to prevent ground water and soil contamination.*
- *Support local enforcement of all hazardous materials regulations.*
- *Protect residents from avoidable industrial and commercial accidents and mishandling of hazardous materials.*
- *Obtain authority for hazardous materials regulations, inspection, and enforcement through a formal agreement between the City and the State Department of Health Services.*

Program (22.2) *Strongly encourage federal and state agencies to accelerate efforts to evaluate human health impacts from, and to establish legally enforceable standards for, hazardous materials.*

Program (22.3) *Support efforts to gather health information in the city and state to help public health officials identify the causes of illnesses related to hazardous materials.*

Program (22.4) *Support efforts to require state funding for state-mandated local programs for hazardous materials.*

11.9 NOISE

Petaluma experiences noise from autos and trucks on Highway 101 and local arterials, the Municipal airport, the Petaluma Speedway at the Fairgrounds and several industrial uses: Sunset Line and Twine Plant, located at Jefferson and Ervin; Clover Creamery, 91 Lakeville Street at Madison; California Cooperative Creamery, Western and Baker; Morris Shell Processing plant, at the Petaluma River near the D Street bridge; and Santa Fe Pomeroy, on the Hopper Street Extension. The City has a noise ordinance, but can strengthen its standards by applying the California Office of Noise Control guidelines for land use compatibility (shown in Figure 11-1). Noise contour maps for future potential noise levels along major trafficways show the distances that are necessary to reduce noise levels to an acceptable level (see Technical Appendix).

In 1985, a population of 4,064, residing in a total of 1,563 dwelling units, was exposed to high noise levels (60 dBA or higher) along major traffic arterials. At buildout, 3,023 dwelling units with a population of 7,860 are expected to be exposed to high noise levels. (See Figure 11-2, p. 125.)

Objective (m): Minimize the amount of noise that future development creates and the amount of noise to which the community is exposed.

Policy 25: Strictly enforce local noise standards.

Noise standards set for land use categories on Figure 11-1 define acceptable conditions for use. Outdoor and indoor noise standards are used to review new proposals and to delineate areas already exposed to high noise levels. Noise levels will be studied for new developments which are noise generators or sensitive receptors (residences, schools, churches, hospitals, etc.). Interior noise levels for single and multi-family residential buildings will be mitigated to provide a level of $L_{dn}45$. $L_{dn}60$ is established as the reasonable noise level for exterior use areas. Areas around the airport and major trafficways will be checked to ensure satisfactory interior sound levels.





Policy 26: The overlapping noise levels for acceptability in Figure 11-1 shall be interpreted to require application of the quieter standard unless it can be shown that the circumstances of the project allow for a less conservative interpretation based on the specific type of use, the benefits of the project, and ability to mitigate the noise impacts.

Policy 27: Require sound buffers (particularly landscaped buffers), open space, or other mitigation measures between residential areas and areas producing higher noise levels, such as freeways, commercial sites, and industrial developments to achieve the sound level reduction necessary to produce noise-compatible land uses.

Soundwalls, densely vegetated areas, and open spaces reduce noise levels by buffering and distancing noise sources from sensitive areas. New commercial and industrial development will be required to contribute financially to sound buffers planned by the City near the site.

Program (23) *In order to limit the effect of noise-producing activities on people, revise the City's noise ordinance to include at least the following provisions upon new and, where applicable, existing development.*

- a. *Adopt noise compatibility standards for various land uses as shown in Figure 11-1.*
- b. *Require acoustical studies for new development projects in areas having a CNEL greater than normally acceptable for the land use proposed.*
- c. *Require acoustical analysis for new residential development within a 60 L_{dn} contour (generally within 750 feet of a stationary source such as the Petaluma Speedway and industrial sources previously described).*
- d. *Stipulate use of the current standard A-weighted sound levels.*
- e. *Require setbacks or other mitigation measures between zoning districts and between noise-generating and noise-sensitive uses.*
- f. *When feasible and appropriate, limit construction activities to that portion of the day when the number of persons occupying a potential noise impact zone is lowest.*
- g. *Utilize natural shielding effects offered by topography in the design of the construction phasing.*
- h. *Require use of mufflers and muffler maintenance on construction vehicles.*
- i. *Require placement of stationary construction equipment, such as compressors, as far as possible from developed areas, and require use of acoustic shielding with such equipment when feasible and appropriate.*
- j. *Plan road networks with cul-de-sac and cluster courtyards to reduce traffic passing residential units.*
- k. *Require construction of berms or walls between arterials and new residential developments to establish an exterior noise level of 60 L_{dn} for outdoor living areas.*
- l. *Discourage orientation of window and door openings on residential units that face noise sources that exceed the noise compatibility standards.*
- m. *Discourage location of bedrooms on the sides of residences closest to noise sources that exceed noise compatibility standards.*
- n. *Require placement of fixed equipment, such as air conditioning units and condensers, inside or in the walls of new buildings or on roof-tops of central units in order to reduce noise impacts on surrounding units.*

LAND USE CATEGORY	COMMUNITY NOISE Ldn or CNEL, dB						INTERPRETATION
	55	60	65	70	75	80	
Residential - Single Family Duplex, Mobile Home							 NORMALLY ACCEPTABLE Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
Residential - Multi-Family							
Transient Lodging - Motel, Hotel							
School, Library, Church, Hospital, Nursing Home							 CONDITIONALLY ACCEPTABLE New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
Auditorium, Concert Hall, Amphitheatre							
Sports Arena, Outdoor Spectator Sports							
Playground, Neighborhood Park							 NORMALLY UNACCEPTABLE New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
Golf Course, Stable, Water Recreation, Cemetery							
Office Building, Business, Commercial & Professional							
Industrial, Manufacturing, Utilities, Agriculture							 CLEARLY UNACCEPTABLE New construction or development should generally not be undertaken.

Noise Source Characteristics

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft or railroad noise is normally made up of higher single noise events than auto traffic, but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment.

Suitable Interior Environments

One objective of locating both single and multi-family residential units relative to a known noise source is to maintain a suitable interior noise environment no greater than 45 dB CNEL or L_{dn} . This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

Source: State of California, Office of Noise Control, 1975.

Figure 11-1: Land Use/Noise Compatibility Standards.

	60 dBA L _{dn} /CNEL or higher	65 dBA L _{dn} /CNEL or higher	70 dBA L _{dn} /CNEL or higher	More than 75 dBA or higher
<u>EXISTING (1986)</u>				
Dwelling Units	1,563	513	166	b
Residents ^a	4,064	1,334	432	b
<u>BUILDOUT OF CURRENT GENERAL PLAN</u>				
Dwelling Units	2,833	1,075	334	20
Residents ^a	7,366	2,795	868	52
<u>BUILDOUT OF PROPOSED GENERAL PLAN</u>				
Dwelling Units	3,023	1,157	382	20
Residents ^a	7,860	3,008	993	52
^a Assumes 2.6 residents per dwelling unit.				
^b No dwelling units or residents in this category.				
Source: Earth Metrics Incorporated, 1986-87; City of Petaluma Department of Community Development and Planning, 1987.				

Figure 11-2: Comparison of Population Noise Exposure Levels in the Petaluma Planning Referral Area.

o. Strengthen noise standards in the City's Zoning Ordinance for industrial and commercial operations.

p. Limit local trucking to specific routes, times and speeds.

q. Establish appropriate noise-emission standards to be used in connection with the purchase, use, and maintenance of City vehicles.

r. Limit the noise impact and duration of grading operations.

s. Restrict noise-producing maintenance activities in parks during peak-use hours, nighttime, and early morning hours.

t. Limit noise levels emitted from electronic-sound devices, such as radios and tape players.

Program (24) Periodically monitor noise levels from flight operations at the Petaluma Municipal Airport to enforce existing noise standards.

See the section on "Residential Peace and Quiet" in Chapter 10, Transportation, page 111, for other programs relating to reducing noise caused by vehicles ■

11.10 AIR QUALITY

Petaluma is in a unique position among Bay Area cities with respect to air quality because the nearest air monitoring stations in Santa Rosa, Sonoma, and San Rafael register relatively few days of polluted air for the region. The last 15 years have seen continued improvements in local air quality.

Air quality is managed by the regional Bay Area Air Quality Management District (BAAQMD). The goal of air quality regulatory agencies is attainment of the ambient air quality standards. The 1982 Bay Area Air Quality Plan seeks to control stationary and mobile sources of air pollution in order to meet these standards. In keeping with the plan, Petaluma will not allow any development which would result in any of the following: (1) singly or cumulatively cause violation of any State ambient air quality standard; (2) generate a significant amount of air pollution unaccounted for in the Bay Area Air Quality Plan; or (3) conflict with any regulation of the BAAQMD or adopted control measure in the Air Quality Plan.

Petaluma has no industry in the largest industrial emissions class (greater than 0.05 tons of emissions per day), and should discourage such industries from locating here.

Objective (n): Maintain or improve Petaluma's air quality.

Policy 27: *The City shall request that the Bay Area Air Quality Management District (BAAQMD) monitor carbon monoxide, hydrocarbons, and particulate emissions by local industry, traffic, and residences, and the City will assist in the enforcement of limits on these pollutants.*

Policy 28: *The City shall regulate local point sources to control pollutant discharge.*

Program (25) *Implement measures to improve traffic flow, minimizing the stop and go traffic that intensifies hydrocarbon and carbon-monoxide pollution.*

Approximately 85 percent of the air pollution in Petaluma derives from motor vehicle emissions. Reductions in the number of vehicles or in obstacles to free-flowing traffic will benefit air quality. (See Transportation Programs 1, 2, 5, 14, and 24-39 in Chapter 10.)

Program (26) *Request that BAAQMD monitor fireplace and wood-burning stove emissions when air quality at any of the Santa Rosa, Sonoma, or San Rafael monitoring stations drops below ambient air quality standards.*

Carbon monoxide and particulates from burning wood can raise emissions of these air contaminants by 30 percent.

The City can request that BAAQMD include a survey of wood-burning stove and fireplace emissions of particulates and carbon monoxide in their data collection on wood burning in the Bay Area.

11.11 WATER SUPPLY

The City of Petaluma in 1986 provided water service to a population of about 38,000 within an area of approximately 8,500 acres. The sources of Petaluma's water supply are 12 local wells, 6 connections (turnouts) to the Sonoma County Water Agency (SCWA) aqueduct, and a plant which treats water from the Lawler Reservoir and the Adobe Creek watershed. The SCWA aqueduct carrying water from northern Sonoma County currently supplies 75 percent of Petaluma's water. The recent Water System Capacity Study, prepared for the City and adopted by reference in this General Plan, recommends changes to these water supply sources to improve water quality and to meet the needs of a growing population.

Objectives:

(o) Anticipate new or peak demand for water and develop adequate supplies.

(p) Carry out capital improvement projects that will enhance the efficiency of the supply system and insure adequate supplies for the future.

(q) Cooperate with the Sonoma County Water Agency and the State to obtain financing and construction of water-related facilities.

Policy 29: *The City shall maintain an updated water service plan.*

Revisions to the water service plan will be made to incorporate the changing needs of the city while remaining consistent with the General Plan.

Policy 30: *The City shall incorporate needed water facilities into its capital improvements program.*

Recommended water facilities include an additional SCWA aqueduct turnout, new storage tanks, improvements to the Lawler supply system and ongoing maintenance of pumps and piping. These capital costs should be planned for and spread over the twenty-year planning period.

Policy 31: *The City shall determine the demand for water for the expected population within the Petaluma water service area, and shall consider the impacts of a peak drought or peak fire-fighting demand and determine how it would operate during a drought.*

The annual water requirements for the water service area are expected to increase from 1,990 million gallons in 1982 to 3,610 million gallons in the year 2010. The average water demand is based on 145 gallons per capita per day, and the maximum day demands are 2.0 times the average day demand. Minimum water service pressures should be maintained above 30 pounds per square inch while fighting fires.

Policy 32: *Alternative funding mechanisms for construction activities related to water supply should be sought.*

The Water System Capacity Study anticipates increased connection fees and water use charges. These increased charges are scheduled to meet the major costs of supply system improvements. Additional funds should be sought, however, from the U. S. Soil Conservation Service, the California Department of Water Resources, and the Sonoma County Water Agency to assist with construction.

Program (27) *Reconstruct the Lawler Water Treatment Plant to increase its capacity and water quality.*

Program (28) *Construct storage reservoirs, especially in areas where new development at higher elevations will require increased water pressure.*

A new pressure zone (Zone IV), described in the Water System Capacity Study, is necessary to serve the eastern side of the water service area at elevations above 60 feet.

Program (29) *Construct a new Sonoma County Water Agency aqueduct turnout to cross the Petaluma River to the East Side.*

A new SCWA turnout across the river from Petroleum Lane is a cost-effective alternative for supplying the rapidly growing eastern area without paralleling or replacing long lengths of existing transmission mains. The addition of the turnout would greatly improve peak-hour pressure.

11.12 WATER QUALITY

The Petaluma Planning Referral Area is based primarily on the Petaluma River watershed. The Petaluma River is a tidal estuary with tides affecting the height of the river north of the Washington Street bridge. Most of the marshland south of the city serves as an overflow basin for flood waters.

The principal tributary of the Petaluma River, San Antonio Creek, drains the southwesterly portion of the basin and is the only tributary with year round flow. Other tributaries are Lichau Creek, Willow Brook, Lynch, Washington, Adobe, Ellis, Capri, Corona, Liberty, McBrown, Freeman, Kizer, Wiggins, Stark, Wilson, Gibson, Marin and Thompson Creeks. Runoff from the upper watershed of Adobe Creek is impounded in a reservoir and used for city drinking water.

The major polluter of the watershed areas is agriculture. The Petaluma River is polluted by agricultural and industrial wastes, and at times of high rainfall residential sewage occasionally enters the river. In addition, septic tank discharges find their way into the creeks, especially in north Petaluma.

Sampling of supply sources indicates generally high water quality, although there are signs of iron bacteria in some of the wells, and the water in the Lawler supply creek system is so turbid after winter storms that the treatment plant must be temporarily shut down. Nitrate contamination in well water in the West Petaluma Specific Plan area is a potential health hazard. Nitrates are produced by aerobic stabilization of organic nitrogen and indicate pollution from surface sources such as septic tank leach fields, fertilizer, or livestock and poultry farms.

Objectives:

(r) *Insure safe drinking water for all Petalumans.*

(s) *Protect areas that are critical to the maintenance of water quality, including critical groundwater recharge areas.*

(t) *Decrease the loss of topsoil and the deterioration of water quality that results from erosion and sedimentation.*

Policy 33: *The City shall maintain an updated sewage/wastewater treatment plan.*

Plan revisions shall be made to incorporate the changing needs of the city while remaining consistent with the General Plan.

Policy 34: *The City should seek State aid and other resources to monitor groundwater and surface water quality.*

Policy 35: *The City shall preserve adequate vegetative cover and prevent development which increases erosion and sedimentation potential along streams or in unstable soil areas.*

Policy 36: *The City shall seek to preserve public and private watershed lands as permanent open space.*

Policy 37: *The City shall seek controls to protect potential groundwater recharge areas and streambanks from urban encroachment.*

Policy 38: *Runoff-induced flooding, erosion, sedimentation, and pollution resulting from new development and from agricultural areas should be reduced.*

Policy 39: *Require a hydrologic analysis of runoff and drainage from new development.*

Sediments from steep, erosive areas can lower the drainage capacity of the river and stream channels. Organic pollutants from manure, chemical fertilizers, and malfunctioning septic tanks are increased with high runoff and can cause odor.

Program (29.1) *Work with the County to reduce agriculture-related contamination of groundwater and streams flowing into the Petaluma River.*

Program (30) *Inspect the inside of water tanks and storage reservoirs every five years.*

The American Water Works Association recommends that the interior lining of water tanks be inspected for corrosion not less than once every five years.

Program (31) *Continue to chlorinate well water for iron bacteria and expand this practice to all City-operated wells.*

Chlorinating well water was started in response to water quality samples that indicated iron bacteria in the water. This is an inexpensive way of improving water quality.

Program (32) *Require a 100-foot depth of seal on all new wells. Ensure that unused wells are properly abandoned and sealed in accordance with State or County standards.*

Program (33) *Recommend that the County maintain established standards for new wells and septic tanks that will insure proper groundwater quality. Urge the County, when reviewing development applications, to examine the combined impacts of new septic tanks placed in proximity.*

The County must examine the cumulative impacts of the allowed development densities in the West Petaluma Specific Plan area and compare the results to established water quality standards. Test wells should be required prior to issuing any building permits.

Program (34) *Use discretionary permits to control construction of impervious surfaces in groundwater recharge areas.*

Permeable soils are the only areas where groundwater can be recharged directly. Paving and other impervious surfaces reduce the groundwater recharge and increase runoff and flooding potential.

Program (35) *Do not extend the urban limit line into areas where urban encroachment will impact groundwater recharge.*

The Sonoma County General Plan identifies groundwater recharge areas around Petaluma (see Technical Appendix).

Program (36) *Enforce Chapter 70 of the Uniform Building Code to prevent erosion and sedimentation.*

Program (37) *Adopt an ordinance to control, monitor, and enforce strict erosion control procedures for any development involving soil displacement.*

This program supports policy 38, which requires the reduction of erosion, sedimentation, and pollution from new development.

Program (38) *Identify all PCB sources within the city.*

Program (39) *Work with Pacific Gas & Electric to identify any of their sites within the city that may have hazardous materials buried underground.*

Figure 11-3: Guide to Health and Safety Goals, Objectives, Policies, Programs, and Implementation.

Objectives	Policies	Programs	Body Responsible for Implementation ¹						
			CC	CM	PD	PW	BD	FR	PO
Goal 1: Protect the community from natural catastrophes and hazardous conditions									
Emergency Preparedness									
a,b,c	1-5	1					•	•	•
a,b,c	1-5	2			•	•	•	•	•
a,b,c,h	1-5	3			•		•		
Flood Hazard									
d,e,f	7,10	4			•	•	•		
d,e,f	6,7,	5				•			
d,e,f	7,8,9,	6	•	•				•	•
d,e,f	6,9	7	•	•	•			•	•
d,e,f	10,10.1	8		•	•	•		•	•
Seismic Safety									
g	11,12,13	9		•				•	•
g	12,13	10	•	•	•		•		
g	13	11			•		•		
g	11,12,13	12			•		•		
g	11,12,13	13			•			•	
g	11,14	14		•			•		
Slope Stability									
h	14-18	15	•			•			
Fire & Police Services									
i,j	19,20	16		•		•		•	•
j,k	21,23	17	•				•	•	
j,k	21,22,23,23.1	18	•				•	•	
j	22	19	•	•			•	•	
j		20		•			•		
Goal 2: Reduce impact of pollutants on Petalumans									
Hazardous Material Transportation and Storage									
l	24	21	•					•	
l	24	22	•		•	•		•	
l	24	22.1				•		•	
l	24	22.2	•						
l	24	22.3						•	
l	24	22.4	•					•	

(Guide continues on page 130.)

Figure 11-3: Guide to Health and Safety Goals, Objectives, Policies, Programs, and Implementation (continued).

Objectives	Policies	Programs	Body Responsible for Implementation ¹						
			CC	CM	PD	PW	BD	FR	PO
Noise									
m	25,26,27	23	•		•		•		
m	25,26,27	24		•		•			•
Air Quality									
n	27,28	25	•			•			
n	27,28	26	•						
Goal 3: Provide an adequate, consistent water supply									
o,p,q	29-32	27	•			•			
o,p,q	29-32	28	•			•		•	
o,p,q	29-32	29	•	•	•				
Goal 4: Maintain and improve water quality									
r,s,t	34-38	29.1				•			
r	34	30				•		•	
r,s,t	34,37,39	31		•		•			
r,s,t	34,37,39	32				•		•	
r,s	33,34,37,39	33	•			•			
r,s	37,38,39	34					•		
s	34,36,37	35	•		•				
t	35,37,38,39	36						•	
t	37,38,39	37	•		•	•	•		
r,s	33	38							•
r,s	34,37,38,39	39						•	

Notes:¹ CC: City Council CM: City Manager PD: Planning Department PW: Public Works Department
 BD: Building Department FR: Fire Department PO: Police Department

12. GLOSSARY



Abbreviations

- CBD: Central Business District
CDBG: Community Development Block Grant
CEQA: California Environmental Quality Act
CHFA: California Housing Finance Agency
CIP: Capital Improvements Program
CNEL: Community Noise Equivalent Level
EIR: Environmental Impact Report
FmHA: Farmers Home Administration
GMI: Gross Monthly Income
HCD: Housing and Community Development Department of the State of California
HUD: U.S. Department of Housing and Urban Development
JPA: Joint Powers Authority
LAFCO: Local Agency Formation Commission
L_{dn}: Day and Night Average Sound Level
LEQ: Energy Equivalent Level
LOS: Level of Service (traffic)
PCDC: Petaluma Community Development Commission
RDCS: Residential Development Control System
SPARC: Site Planning and Architectural Review Committee
TDR: Transfer of Development Rights
TSM: Transportation Systems Management

Acceptable Risk

A hazard which is deemed to be a tolerable exposure to danger given the expected benefits to be obtained. Different levels of acceptable risk may be assigned by the City according to the potential danger and the criticality of the threatened structure. The levels are defined by the City and may range from "near zero" for nuclear plants and natural gas transmission lines to "moderate" for open space, ranches and low-intensity warehouse uses.

Access/Egress

The ability to enter a site from a roadway (access) and exit a site onto a roadway (egress) by motorized vehicle.

Acres, Gross

The entire acreage of a site, used for density calculations.

Acres, Net

The portion of a site remaining after public or private rights-of-way and land not developable (see "Developable Land") are subtracted from the total acreage.

Affordable

Capable of being purchased or rented by a household

with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays no more than 30 percent of its gross monthly income (GMI) for housing.

Agency

A governmental entity, department, office, or administrative unit responsible for carrying out regulations.

Agriculture-related Business

Feed mills, dairy supplies, poultry processing, creameries, auction yards, veterinarians and other businesses supporting local agriculture.

Airport-related Use

A use which supports airport operations including, but not limited to, aircraft repair and maintenance, flight instruction, and aircraft chartering.

Approach Zone

The air space at each end of a landing strip that defines the glide path or approach path of an aircraft and which should be free from obstruction.

Appropriate

An act, condition, or state which is considered suitable.

Aquifer

An underground, water-bearing layer of permeable rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

Architectural Control

Regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the general appearance, historical character, and/or style of surrounding structures or areas.

Architectural Review

The processes used to exercise architectural control.

Arterial

Relatively-high-speed (40-50 mph), relatively-high-capacity (up to 50,000 average daily trips) roads providing access to regional transportation facilities and serving relatively long trips, or medium-speed (30-40 mph), medium-capacity (10,000-35,000 average daily trips) roads which provide intra-community travel and access to the county-wide arterial highway system. Access to arterials should be provided at collector roads and local streets, but some direct access onto arterials exists.

Article 34 Referendum

Article 34 of the Constitution of the State of California requires passage of a referendum by a two-thirds

majority within a city for approval of any project which allocates for low-income households more than 51 percent of the units to be constructed. The citizens of Petaluma have passed an Article 34 Referendum authorizing construction of assisted elderly units not to exceed five percent of the total number of units within the city.

Automobile-intensive Use

A use of a retail area which depends on exposure to continuous auto traffic.

Below-market-rate (BMR) Housing Unit

Any housing unit specifically priced to be sold or rented to very low, low, or moderate-income households for an amount less than the fair-market rent or value of the unit. The U.S. Department of Housing and Urban Development sets standards for determining which households qualify as “very low income,” “low income,” or “moderate income.”

Benefit Assessment District

An area within a public agency’s boundaries which receives a special benefit from the construction of a public facility. A *benefit assessment district* has no legal life of its own and cannot act by itself. It enables property owners in a specific area to cause the construction of public facilities or to maintain them by contributing their fair share of the construction and/or installation and operating costs.

Bicycle Lane

A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles. Identified by the State as a Class II facility.

Bicycle Path

A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping. Identified by the State as a Class I facility.

Bicycle Route

A facility shared with motorists and identified only by signs. A bicycle route has no pavement markings or lane stripes. Identified by the State as a Class III facility.

Bikeways

A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

Biomass

Plant or other organic material used for the production of such things as fuel alcohol and non-chemical fertilizers. Biomass sources may be plants grown especially for that purpose or waste products from wood harvesting or milling or from agricultural production or processing.

Biotic Community

A group of living organisms characterized by a distinctive combination of both animal and plant species in a particular habitat.

Blight

A condition of deterioration of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility.

Buffer Zone

An area of land separating two distinct land uses which acts to soften or mitigate the effects of one land use on the other.

Building

Any structure used or intended for supporting or sheltering any use or occupancy.

California Environmental Quality Act (CEQA)

A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for an adverse environmental impact, an Environmental Impact Report (EIR) must be prepared.

California Housing Finance Agency (CHFA)

A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of very low, low, and moderate-income housing.

Caltrans

California Department of Transportation.

Capital Improvements Program

A program, administered by City government and reviewed by Planning Commission, which schedules permanent improvements five or six years into the future to fit the City’s projected fiscal capability. The program generally is reviewed annually, and the first year of the program is adopted in the City’s annual budget.

Carrying Capacity

The level of land use, human activity, or development for a specific area that can be accommodated permanently without an irreversible change in the quality of air, water, land, or plant and animal habitats. May also refer to the upper limits beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired. Carrying capacity usually is used to determine the potential of an area to absorb development.

Central Business District (CBD)

General guidelines for delineating a downtown area as defined by the U.S. Census of Retail Trade, with specific boundaries being set by the local municipality. The Petaluma CBD boundaries conform, in addition, to census tract boundaries.

Central Petaluma

Roughly, the area of Petaluma between the Petaluma River and Highway 101.

Channelization

The straightening and/or deepening of a watercourse for purposes of storm-runoff control or ease of navigation. Channelization often includes lining of stream banks with a retaining material such as concrete.

City

City, with a capital "C," generally refers to the government or administration of the City of Petaluma. City, with a lower case "c" may mean any city, or may refer to the geographic area of the City of Petaluma (e.g., the city's bikeway system).

Clear Zone

That section of an approach zone of an airport where the plane defining the glide path is 50 feet or less above the center-line of the runway. Land use is restricted.

Clustered Development

Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Cogeneration

The harnessing of heat energy that is normally a waste by-product of electricity generation. It has become more common in institutional and industrial applications and electric power plants, but may also be possible for large residential complexes.

Collector

Relatively-low-speed (25-30 mph), relatively-low-volume (5,000-20,000 average daily trips) street, typically two lanes, which provides circulation within and between neighborhoods. Collectors usually serve relatively short trips and are meant to collect trips from local streets and distribute them to the arterial network.

Community Child Care Agency

A non-profit agency established to organize community resources for the development and improvement of child care services.

Community Development Block Grant (CDBG)

A grant program administered by the U.S. Department of Housing and Urban Development (HUD) and the State Department of Housing and Community Development (HCD). This grant allots money to cities and counties for housing and community development. Jurisdictions set their own program priorities within specified criteria.

Community Noise Equivalent Level (CNEL)

A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dBA applied to the evening (7:00 to 10:00 pm) and nighttime (10:00 pm to 7:00am) periods, respectively, to allow for the greater sensitivity to noise during these hours.

Community Park

Land with full public access intended to provide recreation opportunities beyond those supplied by neighborhood parks. Community parks are larger in scale than neighborhood parks but smaller than regional parks.

Compatible

Capable of existing together without conflict or ill effects.

Conservation

The management of natural resources to prevent

waste, destruction, or neglect.

Consistent

Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Critical Facility

Facilities housing or serving many people which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

Critical Watersheds

Watersheds draining into Adobe Creek and/or the Lawler Reservoir or other watersheds in the Planning Referral Area whose runoff may be used to supply drinking water.

dB

Decibel; a unit used to express the relative intensity of a sound as it is heard by the human ear. The decibel measuring scale is logarithmic. Zero (0 dB) on the scale is the lowest sound level that a normal ear can detect under very quiet ("laboratory") conditions and is referred to as the "threshold" of human hearing. On the logarithmic scale, 10 decibels are 10 times more intense, 20 decibels are 100 times more intense, and 30 decibels are 1,000 times more intense than one decibel.

dBA

The "A-weighted" scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing.

Dedication

The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for City approval of a development.

Dedication, *In lieu of*

Cash payments which may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot or square foot of land or building area, and referred to as *in lieu* fees or *in lieu* contributions.

Density

The degree of crowding together of people or buildings. For housing, density is the number of permanent residential dwelling units per acre of land. All densities specified in the General Plan are expressed in maximum number of units per gross developable acre. (See "Developable Acres, Gross.") Density can be controlled through zoning in the following ways: minimum lot-size requirements, floor area ratio, land

use-intensity ratio, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Maximum allowable density often serves as the major distinction between residential districts.

Density Bonus

The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. (See “Development Rights, Transfer of.”)

Density, Employment

A measure of the number of employed persons per specific area (for example, employees/acre).

Density Transfer

A way of retaining open space by increasing densities — usually in compact areas adjacent to existing urbanization and utilities — while leaving unchanged historic, sensitive, or hazardous areas. For example, developers can buy or trade development rights of properties targeted for public open space and transfer the additional density to the base number of units permitted in the zone in which they propose to develop.

Developable Acres, Net

The portion of a site remaining after removing or deducting public or private road rights-of-way and land not developable (see “Developable Land”), and which can then be built upon. Net acreage includes required yards or setbacks.

Developable Land

Land which is suitable as a location for structures and which can be developed free of development hazards to, and without disruption of, or significant impact on, natural resource areas.

Development

The physical extension and/or construction of urban land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetation cover (with the exception of agricultural activities). Routine repair and maintenance activities are exempted.

Development Rights

The selling of rights to develop land by a land owner who maintains fee-simple ownership over the land. The owner keeps title but agrees to continue using the land as it has been used, and the holder of development rights maintains the right to develop. Such rights usually are expressed in terms of density allowed under existing zoning. (See “Interest, Fee” and “Interest, Less-than-fee,” and “Development Rights, Transfer of [TDR].”)

Development Rights, Transfer of (TDR)

Also known as “Transfer of Development Credits,” a program which can relocate potential development from areas where proposed land use or environmental impacts are considered undesirable (the “donor” site) to another (“receiver”) site chosen on the basis of its ability to accommodate additional units of development beyond that for which it was zoned, with minimal environmental, social, and aesthetic impacts. (See “Development Rights.”)

Detention Dam

Dams may be classified according to the broad function they serve, such as storage, diversion, or detention. Detention dams are constructed to retard flood runoff and minimize the effect of sudden floods. Detention dams fall into two main types. In one type, the water is temporarily stored, and released through an outlet structure at a rate which will not exceed the carrying capacity of the channel downstream. In the other type, the water is held as long as possible and allowed to seep into the permeable banks or gravel strata in the foundation. The latter type is sometimes called a water-spreading dam or dike because its main purpose is to recharge the underground water supply. Detention dams are also constructed to trap sediment. These are often called debris dams.

Discourage

To advise or persuade to refrain from.

Distribution Use

See “Warehousing Use.”

Diversion

The direction of water in a stream away from its natural course (*i.e.*, as in a diversion that removes water from a stream for human use).

Dwelling Unit

A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), which constitutes an independent housekeeping unit, occupied or intended for occupancy by one family on a long-term basis.

Easement

Usually the right to use property owned by another for specific purposes. Easements are either for the benefit of land, such as the right to cross A to get to B, or “in gross,” such as a public utility easement. For example, “rear” lots without street frontage may be accessed via an easement over the “front” lots. Utility companies use easements over the private property of individuals to be able to install and maintain utility facilities.

Easement, Conservation

A tool for acquiring open space at a cost less than full-fee purchase, whereby a public agency buys only certain specific rights from the land owner. These may be positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land) or they may be restrictive rights (limiting the uses to which the land owner may devote the land in the future.)

Easement, Scenic

A tool that allows a public agency to use, at nominal cost, private land for scenic enhancement, such as roadside landscaping or vista preservation.

East Side

The area of Petaluma east of U.S. Highway 101.

Economic Base

Economic Base theory essentially holds that the structure of the economy is made up of two broad classes of productive effort — basic activities which produce and distribute goods and services for export to firms and individuals outside a defined localized economic area, and nonbasic activities whose goods and services are consumed within the boundaries of the local economic area. The theory holds that the reason for the growth of a particular region is its capacity provide the means of payment for raw materials, food, and services which the region cannot produce itself and its capacity to also support the nonbasic activities which are principally local in productive scope and market area.

Economic Development Commission (EDC)

An agency that can be created by the City to seek economic development projects and economic expansion at higher employment densities. (See "Density, Employment.")

Ecosystem

An interacting system formed by a biotic community and its physical environment.

Elderly Housing

Typically one- and two-bedroom apartments designed to meet the needs of persons 62 years of age and older, and restricted to occupancy by them. In Petaluma, such units will be constructed at densities of 10 to 20 units per acre, in non-institutional settings, in proximity to community amenities and public transportation.

Encourage

To stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies.

Energy Benefit, Net

The difference between the energy produced and the energy required for production, including the indirect energy consumed in the manufacture and delivery of components.

Enhance

To improve existing conditions by increasing the quantity or quality of beneficial uses.

Environment

CEQA defines environment as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance." This General Plan defines environment to also include social and economic conditions.

Environmental Impact Report (EIR)

A report that assesses all the environmental

characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action. (See "California Environmental Quality Act.")

Erosion

(1) The loosening and transportation of rock and soil debris by wind, rain, or running water. (2) The gradual wearing away of the upper layers of earth.

Exaction

A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee *in lieu* of dedication) requirements found in many subdivision regulations.

Export-employment Use

An activity which produces and/or distributes goods and services for export to firms and individuals outside of Petaluma. (See "Economic Base.")

Expressway

A highway (usually divided) with limited access by major streets crossing at the same grade level. Such intersections may be signalized. U.S. Highway 101 south of Petaluma and north of Marin County Airport (Gross Field) is an expressway.

Farmers Home Administration (FmHA)

A federal agency providing loans and grants for improvement projects and low-income housing in rural areas.

Fast-food Restaurant

Any retail establishment intended primarily to provide short-order food services for on-site dining and/or take-out, including self-serve restaurants (excluding cafeterias where food is consumed on the premises), drive-in restaurants, and formula restaurants required by contract or other arrangement to offer standardized menus, ingredients, and fast-food preparation.

Feasible

Capable of being done, executed, or managed successfully from the standpoint of the physical and/or financial abilities of the implementor(s).

Feasible, Technically

Capable of being implemented because the industrial, mechanical, or application technology exists.

Finding(s)

The result(s) of an investigation and the basis upon which decisions are made. Findings are made by government agents and bodies prior to taking action, and are a record of the justifications for such action(s).

Fiscal Impact Analysis

A projection of the direct, current public costs and revenue resulting from population or employment change to the local jurisdiction(s) in which the change is taking place. Enables local governments to evaluate relative fiscal merits of projects.

Flood, 100-Year

The magnitude of a flood expected to occur on the average every 100 years, based on historical

data. The 100-year flood has a 1/100, or one percent, chance of occurring in any given year.

Flood Plain

All land between the floodway and the upper elevation of the 100-year flood. (See "Floodway" under "Land Use Categories.")

Freeway

High-speed, high-capacity, limited-access transportation facility serving regional and county-wide travel. Generally used for long trips between major land use generators. Major streets cross at a different grade level. U.S. Highway 101 is the only such facility in Petaluma.

Friction Factor

Constraint applied in a traffic model to introduce an approximation of conditions that exist on city streets. These conditions reduce the speed of traffic and the desirability of specific links in the network upon which the traffic model distributes trips. Examples are frequency of low-speed curves, frequency of driveways, narrowness of lanes, and lack of turning lanes at intersections.

Gateway

A point along a roadway entering the city at which a motorist gains a sense of having left the environs and of having entered the city. A gateway may be a publicly-owned place having an area for motorists to pull off or park and view maps, gather information, and generally become oriented to Petaluma; or it may be a privately-owned place which through special development standards or guidelines (e.g., for landscaping and signs), marks entry to the city; or a combination of both. The intent of the Gateway designation on the General Plan Land Use Map is to insure that a highly visible location in the city may be appropriately treated.

General Plan

A compendium of the City's policies regarding its long-term development, in the form of official maps and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and is adopted by the City Council. The General Plan may be called a "City Plan," "Comprehensive Plan," or "Master Plan."

Geologic Review

The analysis of geologic hazards, including all potential seismic hazards, surface ruptures, liquefaction, landsliding, mudsliding, and the potential for erosion and sedimentation.

Goal

A general, overall, and ultimate purpose, aim, or end toward which the City will direct effort.

Grasslands

Land reserved for pasturing or mowing, in which grasses are the predominant vegetation.

Groundwater

Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Groundwater Recharge

The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks which provide underground storage. ("See Aquifer.")

Growth Management

The use by a community of a variety of techniques in combination to establish the amount, type, and rate of growth desired by the community and to channel that growth into designated areas. Growth management policies can be implemented through growth rates, zoning, capital improvements programs, public facilities ordinances, urban limit lines, and other programs.

Guidelines

General statements of policy direction around which specific details may be later established.

Habitat

The physical location or type of environment in which an organism or biological population lives or occurs.

Handicapped

A person determined to have a physical impairment or mental disorder expected to be of long or indefinite duration. Many such impairments or disorders are of such a nature that a person's ability to live independently can be improved by appropriate housing conditions.

Hazardous Material

An injurious substance, including (among others) pesticides, herbicides, poisons, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals, and nuclear fuels.

High-Occupancy Structure

All pre-1935 buildings with more than 25 occupants, and all pre-1976 buildings with 100 or more occupants.

Historic Preservation

The preservation of historically significant structures and neighborhoods until such time as restoration or rehabilitation of the building(s) to a former condition can be accomplished.

Home Occupation

A commercial activity conducted solely by the occupants of a particular dwelling unit in a manner incidental to residential occupancy.

Household

All persons residing in a single dwelling unit.

Housing and Community Development Department of the State of California (HCD)

The State agency principally charged with assessing whether, and planning to insure that, communities meet the housing needs of very low, low, and moderate-income households.

Housing and Urban Development, U.S. Department of
A cabinet-level department of the federal government (HUD) which administers housing and community development programs.

Housing Unit

The place of permanent or customary abode of a person or household. A housing unit may be a single-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or located in a multi-family dwelling, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost.

Impact Fees

Fees levied on the developer of a project by the City as compensation for unmitigated impacts the project will produce.

Impervious Surface

Surface through which water cannot penetrate, such as roof, road, sidewalk, and paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

Implementation

Actions, procedures, programs, or techniques that carry out policies.

Industrial Park

A planned assemblage of buildings designed for "Workplace Use." (See "Workplace Use.") Also called *business park* and *office park*.

Infill

Development of vacant land (usually individual lots or left-over properties) within areas which are already largely developed.

Infrastructure

Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

Interagency

Between and among agencies. Indicates cooperative actions between or among two or more discrete agencies in regard to a specific program.

Interest, Fee

A share or right in property that entitles a land owner to exercise complete control over disposition and use of land, subject only to government land use regulations. Modernly, and not in strict legal terms, "fee" is synonymous with "fee simple" or ownership.

Interest, Less-than-fee

An interest in land other than outright ownership; includes the purchase of development rights via conservation, open space, or scenic easements. (See "Development Rights," and "Easement, Scenic.")

Intermittent Stream

A stream that normally flows for at least thirty (30) days after the last major rain of the season and is dry a large part of the year.

Joint Powers Authority (JPA)

A legal arrangement that enables two or more units of government to share authority in order to plan and

carry out a specific program or set of programs that serves both units.

Land Banking

When a local government buys land and holds it for resale at a later date, usually for development of affordable housing. (See "Affordable.")

Landmark

Refers to a building or site having historic, architectural, social, or cultural significance and designated for preservation by the local, state, or federal government. Also a significant tree.

Landscaping

Planting — including trees, shrubs, and ground covers — suitably designed, selected, installed, and maintained so as to permanently enhance a site, the surroundings of a structure, or the sides or medians of a roadway.

Land Use

The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

Land Use Categories

A classification system for the designation of appropriate use of properties. The land use categories and limit lines used on the General Plan Land Use Map are:

Agriculture

Lands that are primarily used for the production of food and fiber. Includes soil tilling, crop growing, horticulture, viticulture, grazing livestock and poultry raising, dairying, riding stables, or animal husbandry as a principal use on a property.

Commercial

Facilities for the business of buying and selling of commodities and services. *The General Plan has 5 commercial categories:*

Commercial, Community

Larger shopping centers and the city's central shopping district that have a variety and depth of goods and services usually not available in neighborhood shopping areas.

Commercial, Special

Master-planned commercial that will complement the existing retail base and add significantly to the City's tax base.

Commercial, Thoroughfare

Commercial development extending along a street and dependent on passing traffic. Retailers' ability to benefit from other retailers' efforts, such as by a common parking area or promotion plan, are diminished, in contrast to commercial development clustered at a shopping center.

Office

General business offices, medical and professional offices, administrative or headquarters offices for large wholesaling and manufacturing operations, and research and development.

Retail Center

Shopping centers with off-street parking, or a cluster of street-front stores that serve the immediate neighborhood.

Floodway

The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the “base flood” without cumulatively increasing the water surface elevation by more than one foot. No development is allowed in floodways.

Industrial

Manufacture, production and processing of consumer goods. Industrial is divided into “heavy” uses, such as construction yards, quarrying, and factories; and “light” uses, such as research and development and less intensive warehousing and manufacturing.

Industrial, Special/Office Park

Large-lot, single users or high-intensity employers that will contribute significantly to the City’s objective of increasing employment densities in master-planned, campus-type developments.

Mineral Resource

Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help maintain the quarrying operations and protect them from encroachment of incompatible land uses.

Mixed Use

Properties on which various uses, such as office, commercial, and residential, are combined in a single building.

Open Space Land

Any parcel or area of land or water which is essentially unimproved, and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety.

Public and Institutional

In addition to “public,” includes (1) privately owned and operated activities which are institutional in nature, such as hospitals, museums, and schools; (2) churches and other religious institutions; (3) other nonprofit activities of an educational, youth, welfare, or philanthropic nature which can not be considered a residential, commercial, or industrial activity; and (4) public utilities not owned or operated by a governmental agency.

Public Parks

Open space lands whose primary purpose is recreation.

Residential, Rural

Up to 0.5 dwelling units per acre (du/ac.) (*i.e.*, one dwelling unit per two acres). Very low intensity residential development that may not need all urban services (for example, city sewer services).

Residential, Suburban

Up to 2.0 du/ac. This designation is applied to West Side lands away from the urban core and toward the urban separator. Lot sizes will depend on topography and surrounding land uses.

Residential, Urban Diversified

Up to 10.0 du/ac. This designation invites flexibility in site design and unit type. Single-family homes, duplexes, and multi-family units are permitted.

Residential, Urban High

Up to 15.0 du/ac. This designation is intended primarily for multi-family dwellings, *i.e.*, for three or more dwelling units on the same site and that may be in the same building or in separate buildings. The permitted number of housing units will vary, depending on topography, environmental aspects of the area, existing or nearby land use, proximity to major streets and public transit, and distance to shopping and parks. Higher densities (to 20 units per acre) will be allowed where measurable community benefit is to be derived, where infrastructure, services, and facilities are available to serve the increased density, and where the effects of the increased density will be compatible with the major goals of the General Plan. The Urban High designation on the property to the north of the Plaza North Shopping Center is specifically designated for senior citizen housing (age 62 or older).

Residential, Urban Standard

Up to 5.0 du/ac. This is Petaluma’s prototypical land use and density. It is the density found in tract developments of single-family homes.

School District Lands

Properties owned by public school districts and used for education, recreation, and administrative. A boundary that encircles Petaluma and has been identified through official public policy, within which urban development will be allowed during a specified time period, and beyond which development is prohibited or strongly discouraged.

Urban Separator

Open space land of varying widths (up to a maximum of 300 feet) located on the outer fringes of urban expansion as anticipated by this General Plan. On the West Side of the City, the urban separator is intermittent. On the East Side, it runs continuously from Corona Road to just south of Frates Road. Another segment of the urban separator runs from Highway 101 east to the Oakmead Northbay Industrial Park on Lakeville Highway. The urban separator functions as an overlay whereby the development potential of that portion of the property designated as urban separator may be transferred to another portion of the site. (See “Overlay.”)

Land Use Plan

A basic element of the General Plan, it combines text and maps to designate the future use or reuse of land within a given jurisdiction's planning area. A land use plan serves as a guide to the structuring of zoning and subdivision controls, urban renewal and capital improvements programs, and to official decisions regarding the distribution and intensity of development and the location of public facilities and open space.

Land Use Regulation

A term encompassing the regulation of land in general and often used to mean those regulations incorporated in the General Plan, as distinct from zoning regulations (which are more specific).

L_{dn}

Day-Night Average Sound Level. The A-weighted average sound level for a given area (measured in decibels [dB]) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The L_{dn} is approximately numerically equal to the CNEL for most environmental settings.

L_{eq}

The energy equivalent level, defined as the average sound level on the basis of sound energy (or sound pressure squared). The L_{eq} is a "dosage" type measure and is the basis for the descriptors used in current standards, such as the 24-hour CNEL used by the State of California.

Level of Service (LOS)

A scale that measures the operating capacity likely to be encountered on a roadway or at the intersection of roadways, based on a volume-to-capacity ratio, with levels ranging from A to F, with A representing the lowest volume-to-capacity ratio and the highest level of service. (See "Volume-to-Capacity Ratio.")

Level of Service A

Indicates a relatively free flow of traffic, with little or no limitation on vehicle movement or speed. Usually denotes a volume-to-capacity ratio of 0.00 to 0.60.

Level of Service B

Describes a steady flow of traffic, with slight delays in vehicle movement and speed, with a volume-to-capacity ratio of 0.61 to 0.70.

Level of Service C

Denotes steady, high-volume flow of traffic, with significant limitations on movement and speed and a volume-to-capacity ratio of 0.71 to 0.80.

Level of Service D

The level where traffic nears an unstable flow, in which there is little freedom of movement, with a volume-to-capacity ratio of 0.81 to 0.90. Queues develop and short delays occur.

Level of Service E

Traffic characterized by slow movement and momentary stoppages. This type of congestion is not uncommon at peak traffic hours, with a volume-to-capacity ratio of 0.91 to 1.00.

Level of Service F

Very congested traffic with frequent stoppages. Indicates forced flow or operation, with a volume-to-capacity ratio of 1.00+.

Life-cycle Costing

A method of evaluating a capital investment that takes into account the sum total of all costs associated with the investment over the lifetime of the project.

Local Agency Formation Commission (LAFCO)

A County commission that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCO is empowered to approve, disapprove, or conditionally approve these proposals.

Lot

See "Site."

Low-income Household

A household with an annual income of no more than 80 percent of the Sonoma County median household income by household size, as determined by a survey of incomes conducted by the City or by Sonoma County, or in the absence of such a survey, based on the latest available findings for the County as provided by the U.S. Department of Housing and Urban Development (HUD).

Manufactured Housing

Houses which are constructed entirely in the factory, and which since 1976 have been regulated by the federal Manufactured Home Construction and Safety Standards under the administration of the U.S. Department of Housing and Urban Development (HUD).

Marsh

Any area designated as marsh or swamp on the largest scale United States Geological Survey topographic map most recently published. A marsh usually is an area periodically or permanently covered with shallow water, either fresh or saline.

May

That which is permissible.

Minimize

To reduce or lessen, but not necessarily to eliminate.

Mining

The act or process of extracting resources, such as coal, oil, or minerals, from the earth.

Minipark, Mini-park

Small neighborhood park of approximately one acre or less.

Mitigate

To ameliorate, alleviate, or avoid to the extent reasonably feasible. According to CEQA, mitigations include: (a) Avoiding an impact by not taking a certain action or parts of an action; (b) Minimizing an impact by limiting the degree or magnitude of the action and its implementation; (c) Rectifying an impact by repairing, rehabilitating, or restoring the environment affected; (d) Reducing or eliminating an impact by preserving and maintaining operations during the life of the action; (e) Compensating for an impact by replacing or providing substitute resources or environments.

Mobile Home

A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit when connected to required utilities.

Moderate-income Household

A household with an annual income of between 80 and 120 percent of the Sonoma County median household income by household size, as determined by a survey of incomes conducted by Sonoma County, or in the absence of such a survey, based on the latest available findings for the County as provided by the U.S. Department of Housing and Urban Development (HUD).

Modular Unit

A factory-fabricated, transportable building or major component designed for use by itself or for incorporation with similar units on-site into a structure for residential, commercial, educational, or industrial use. A modular unit does not have any chassis for future movement. (See "Mobile Home.")

Multi-family Dwelling

A building legally accommodating more than one family.

Must

That which is mandatory.

Natural State

The condition existing prior to development.

Necessary

Essential or required.

Need

A condition requiring supply or relief. The City may act upon findings of need within or on behalf of the community.

Neighborhood Park

City-owned land intended to serve the recreation needs of people living or working within a one-half mile radius of the park and also intended to contribute to a distinct neighborhood identity.

Noise Attenuation

Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

Noise Contour

A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 L_{dn} contour (measured in dBA) require noise attenuation in residential development.

Non-attainment

The act of not achieving a desired or required level of performance. Frequently used in reference to air quality.

Objective

A specific statement of desired future conditions toward which the City will expend effort in the context of striving to achieve a broader goal.

Outdoor Recreation Use

A privately owned or operated use providing facilities for outdoor recreation activities.

Outer Approach Zone

Airspace in which an air-traffic controller initiates radar monitoring for incoming flights approaching an airport.

Overlay

A land use designation on the Land Use Map, or a zoning designation on a zoning map, which modifies the basic underlying designation in some specific manner. In this General Plan, the urban separator is an overlay which recognizes the underlying residential densities and permits the transfer of the underlying number of units to a developable portion of the same property, on a case-by-case basis.

Parcel

A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Parking Area, Common

A public or private parking area used jointly by two or more uses.

Parking Area, Public

An open area, excluding a street or other public way, used for the parking of automobiles and available to the public, whether for free or for compensation.

Parkway Strip

A piece of land parallel to a road and usually lying within the right-of-way, and located between the rear of a curb and the front of a sidewalk. Usually used for planting low ground cover and/or street trees. Also known as *planter strip*.

Payback Period

The number of years required to accumulate savings equal to the value of a proposed investment.

Peak Hour

For any given traffic facility, the daily, 60-minute period during which traffic volume is highest.

Performance Standards

Zoning regulations that admit uses based on a particular set of standards of operation rather than on the particular type of use. Performance standards may be established to limit noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic generation, and visual impact of a use.

Personal Services

Services of a personal convenience nature, as opposed to products, sold to individual consumers, as contrasted with companies. Personal services include barber and beauty shops, shoe and luggage repair, fortune tellers, photographers, laundry and cleaning services and pick-up stations, copying, repair and fitting of clothes, and similar services.

Petaluma Community Development Commission (PCDC)

Commission overseeing activities within Petaluma's designated redevelopment areas.

Petaluma Planning Referral Area

The Petaluma Planning Referral Area boundary coincides with the hydrologic basin in which Petaluma is

located. It is based on the Petaluma Master Watershed and Drainage Basin Plan boundary, modified slightly to exclude the planning area of the City of Rohnert Park. The Petaluma Planning Referral Area boundary recognizes the substantial impacts this entire area has on the City of Petaluma. The boundary is *not* intended to designate an area for future growth of the city.

Physical Diversity

A quality of a site, city, or region in which are found a variety of architectural styles, natural landscapes, and/or land uses.

Policy

A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that the City will follow in order to meet its goals and objectives by undertaking specific action programs. (See "Program.")

Pollution, Non-Point

Sources of water for pollution which are difficult to define and which usually cover broad areas of land, such as the carrying of fertilizers from agricultural land by runoff.

Pollution, Point

In reference to water quality, a discrete source from which pollution is generated before it enters receiving waters, such as a sewer outfall or an industrial waste pipe.

Preserve

See "Protect."

Professional Office Use

A use providing professional or consulting services in the fields of law, architecture, design, engineering, accounting, and similar professions.

Program

An action, activity, or strategy carried out in response to adopted policy to achieve a specific objective. Policies and programs establish the "who," "how," and "when" for carrying out the "what" and "where" of goals and objectives.

Pro Rata

Refers to the proportionate distribution of the cost of infrastructure improvements associated with new development to the users of the infrastructure on the basis of projected use.

Protect

To maintain and preserve beneficial uses in their present condition as nearly as possible. (See "Enhance.")

Rare or Endangered Species

A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Recognize

To officially (or by official action) identify or perceive a given situation.

Recycle

The process of extraction and reuse of materials from waste products.

Regional Park

A park typically 150-500 acres in size focusing on activities and natural features not included in most other types of parks and often based on a specific scenic or recreational opportunity.

Regulation

A rule or order prescribed for management of government.

Residential

Land designated by the City's General Plan and zoning ordinance for buildings consisting only of dwelling units. May be vacant or unimproved. (See "Dwelling Unit.")

Resources, Non-renewable

Refers to natural resources, such as fossil fuels and natural gas, which, once used, cannot be replaced and used again.

Restore

To renew, rebuild, or reconstruct to a former state.

Restrict

To check, bound or decrease the range, scope, or incidence of a particular condition.

Retrofit

The addition of materials and/or devices to an existing building or system to improve its operation or efficiency.

Ridgeline

A line connecting the highest points along a ridge and separating drainage basins or small-scale drainage systems from one another.

Right-of-way

The strip of land over which certain transportation and public use facilities are built, such as roadways, railroads, and utility lines.

Risk

The danger or degree of hazard or potential loss.

River Walk

Originally drafted by a consulting firm under contract to the City in 1985, this is a plan for potential improvements to the concourse and turning basin area of downtown Petaluma. The plan proposes changes to modify pedestrian right-of-ways, street furniture, paving, retail frontage, lighting, signs, and other aesthetic aspects of the concourse and turning basin area.

Section 8 Rental Assistance Program

A federal (HUD) rent-subsidy program which is the main source of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30% of the household's adjusted gross monthly income (GMI). "Section 8" includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Senior Housing

See "Elderly Housing."

Separator, Community

A concept found in the Sonoma County General Plan in which land remains open or retains a rural character for the protection of a community's separate identity. *Community separators* break up urban corridors by providing rural breaks between urban areas. They help prevent inefficient urbanization by promoting compact urban areas.

Shall

That which is obligatory or necessary.

Should

Signifies a directive to be honored if at all possible.

Sign

Any representation (written or pictorial) used to identify, announce, or otherwise direct attention to a business, profession, commodity, service, or entertainment.

Signal Preemption

A system used by emergency and public transit vehicles to change signal phasing from red to green allowing faster crosstown access.

Siltation

- (1) The accumulating deposition of eroded material.
- (2) The gradual filling in of streams and other bodies of water with sand, silt, and clay.

Single-family Dwelling, Attached

A dwelling unit occupied or intended for occupation by only one family that is structurally connected with other such dwelling units.

Single-family Dwelling, Detached

A dwelling unit occupied or intended for occupation by only one family that is structurally independent from any other such dwelling unit or structure intended for residential or other use.

Site

A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street.

Site Plan and Architectural Review Committee (SPARC)

The Site Plan and Architectural Review Committee is a five-member committee authorized by the City Council to review site plans and architectural drawings. The Committee includes one Planning Commission representative, and four persons appointed by the City Council. The Committee approves, disapproves, or approves with modifications a subject project.

Slope

Land gradient described as 100 times the vertical rise divided by the horizontal run. For example, a hill or road which rises in elevation 15 feet in a horizontal length of 100 feet has a slope of 15 percent.

Solar Access

The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

Solar System, Active

A system using a mechanical device, such as a pump or a fan, and energy in addition to solar energy, to transport a conductive medium (air or water) between a solar collector and the interior of a building for the purpose of heating or cooling.

Solar System, Passive

A system that uses direct heat transfer from thermal mass instead of mechanical power to distribute collected heat. Passive systems rely on building design and materials to collect and store heat and to create natural ventilation for cooling.

Solid Waste

General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood. Organic wastes and paper products comprise about 75 percent of typical urban solid waste.

Specific Plan

A tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A *specific plan* may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s) or a portion thereof.

Standards

Usually refers to *site design regulations*, such as lot area, height limit, frontage, landscaping, and floor area ratio, as distinguished from *use restrictions*; loosely refers to all requirements in a zoning ordinance.

Storm Runoff

Surplus surface water generated by rainfall that does not seep into the earth but flows overland to flowing or stagnant bodies of water.

Street Furniture

Those features associated with a street that are intended to enhance that street's physical character and use by pedestrians, such as benches, trash receptacles, kiosks, lights, newspaper racks, etc.

Street Tree Plan

A comprehensive plan for all city street trees which sets goals for tree canopy densities and solar access, and sets standards for species selection, maintenance, and replacement criteria, and for planting trees in patterns that will define neighborhood character while avoiding monotony or maintenance problems.

Streets, Local

Low speed/low volume roadways that provide direct access to abutting land uses. Driveways to individual units, on-street parking, and pedestrian access are allowed.

Streets, Segmented

Streets which are not continuous.

Structure

Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Substandard Housing

Residential dwellings which, because of their physical condition, do not provide safe and sanitary housing.

Substantial

Considerable in importance, value, degree, or amount.

Tourism

The business of providing services for persons traveling for pleasure, tourism contributes to the vitality of the community by providing revenue to local business. Tourism can be measured through changes in the transient occupancy tax, or restaurant sales.

Traffic Model

A mathematical statement of traffic movement within a city based on observed relationships between the kind and intensity of development in specific areas. A traffic model operates on the theory that trips are produced by persons living in residential areas and are attracted by various non-residential land uses. (See "Trip.")

Transit

The conveyance of persons or goods from one place to another by means of a local, public transportation system.

Transit-dependent

Refers to persons unable to operate automobiles or other motorized vehicles, or those who do not own motorized vehicles. Transit-dependent citizens must rely on transit, para-transit, or owners of private vehicles for transportation. Transit-dependent citizens include the young, the elderly, the poor, and those with prior violations in motor vehicle laws.

Transition Zone

Controlled airspace extending upward from 700 or more feet above the ground wherein procedures for aircraft approach have been designated. The transition zone lies closer to an airport than the outer approach zone and outside of the inner approach zone. (See "Approach Zone" and "Outer Approach Zone.")

Transportation Systems Management (TSM)

A comprehensive strategy developed to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. *Transportation Systems Management* focuses on more efficiently utilizing existing highway and transit systems rather than expanding them. Objectives include reducing the number of vehicle trips, shortening trip lengths, and distributing the timing of trips throughout the day so as to ease congestion during peak travel times.

Trees, Heritage

Trees planted by a group of citizens or by the City in commemoration of an event or in memory of a person figuring significantly in the history of the city.

Trees, Landmark

Trees whose size, visual impact, or association with a historically significant structure or event have led the City to designate them as landmarks.

Trees, Street

Trees strategically planted — usually in parkway strips or medians — to enhance the visual quality of a street.

Trip

A one-way journey that proceeds from an origin to a destination via a single type of vehicular transportation; the smallest unit of movement considered in transportation studies. (See "Traffic Model.")

Trip Generation

The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system.

Truck Route

A path of circulation required for all vehicles exceeding set weight or axle limits, a truck route follows major arterials through commercial or industrial areas and avoids sensitive residential areas.

Undevelopable

Specific areas where topographic, geologic, and/or surficial soil conditions indicate a significant danger to future occupants.

Undue

Not proper, or more than necessary.

Urban Design

The attempt to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is concerned with the location, mass, and design of various urban components and combines elements of urban planning, architecture, and landscape architecture.

Urban Open Space

The absence of buildings or development, usually in well-defined volumes, within an urban environment.

Urban Sprawl

Haphazard growth or outward extension of a city resulting from uncontrolled or poorly managed development.

Use

The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged pursuant to the City's zoning ordinance and General Plan land use designation.

Utility Corridors

Rights-of-way or easements for utility lines on either publicly or privately owned property. (See "Right-of-way" or "Easement.")

Very Low Income

Very low income households are those earning less than 50% of the County median income. In Sonoma County in 1985, the median annual income was \$30,500.

Petaluma General Plan

View Corridor

The line of sight — identified as to height, width, and distance — of an observer looking toward an object of significance to the community (e.g., ridgeline, river, historic building, etc.).

Viewshed

The area within view from a defined observation point.

Volume-to-Capacity Ratio

A measure of the operating capacity of a roadway or intersection, in terms of the number of vehicles passing through, divided by the number of vehicles that theoretically could pass through when the roadway or intersection is operating at its design capacity. Abbreviated as “v/c.” At a v/c ratio of 1.0, the roadway or intersection is operating at capacity. If the ratio is less than 1.0, the traffic facility has additional capacity. Ratios greater than 1.0 are possible. (See “Level of Service.”)

Wastewater Irrigation

The process by which wastewater that has undergone primary treatment is used to irrigate agricultural lands.

Watershed

The total area above a given point on a waterway that contributes water to its flow; the entire region drained by a waterway or watercourse which drains into a lake or reservoir.

Waterway

Natural or once natural flowing (perennially or intermittently) water including rivers, streams, and creeks. Includes natural waterways that have been channeled, but does not include manmade channels, ditches, and underground drainage and sewage systems. Waterways in the Planning Referral Area are: Petaluma River, Petaluma Marsh, Willow Brook, Adobe Creek, Capri Creek, Chenny Creek, Corona

Creek, Davis Lane Creek, East Washington Creek, Ellis Creek, Freeman Creek, Gibson Creek, Gregory Creek, Higgins Creek, Hutchinson Creek, Kizer Creek, Liberty Creek, Lynch Creek, Marin Creek, San Antonio Creek, Washington Creek, Waugh Creek, Wiggins Creek, and Wilson Creek.

West Petaluma

The unincorporated area west and north of the Petaluma City limits.

West Side

The area of Petaluma west of the Petaluma River.

Williamson Act

Known formally as the *California Land Conservation Act of 1965*, it was designed as an incentive to retain prime agricultural land and open space in agricultural use, thereby slowing its conversion to urban and suburban development. Landowners were offered reduced property tax assessments if they agreed not to develop their land for ten years. The lowered assessments were based on the agricultural use of their land — “use value,” instead of “market value.”

Workplace Use

The combination of a variety of businesses, from office to research and development to light industry to warehousing, located in structures built with open floor plans, so as to leave most interior improvements to the tenants to design to their needs. (See “Industrial Park.”)

Zoning

The division of a city by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that carries out policies of the General Plan.

Zoning District

A designated section of the City for which prescribed land use requirements and building and development standards are uniform.

13. ADOPTION



13.1 RESOLUTIONS OF ADOPTION

RESOLUTION NO. 87-73 N.C.S. OF THE COUNCIL OF THE CITY OF PETALUMA, CALIFORNIA

A RESOLUTION CERTIFYING THE ENVIRONMENTAL IMPACT REPORT FOR THE 1987 - 2005 PETALUMA GENERAL PLAN

WHEREAS, a Draft Environmental Impact Report was prepared in conjunction with the Draft 1987 - 2005 Petaluma General Plan; and

WHEREAS, the Draft Environmental Impact Report was prepared in conformance with the requirements of the California Environmental Quality Act as a project specific document pertaining to the assessment of impacts arising from the implementation of the 1987 - 2005 General Plan; and

WHEREAS, specific goal, objective, policy and program statements in the Draft General Plan are stated in the Draft Environmental Impact Report as mitigation measures for the various anticipated impacts that may arise through implementation of the 1987 - 2005 General Plan; and that additional, project specific environmental review may be required to mitigate impacts identified at the time of future development or project application; and

WHEREAS, the Draft Environmental Impact Report was circulated to numerous state, county, regional and local agencies as well as members of the public through the State Clearinghouse process, direct mail, City Hall and the Public Library for review for the State Clearinghouse-approved 30-day period; and

WHEREAS, at the conclusion of the 30-day review period all comments received were compiled and responded to in an addendum, which together with the Draft Environmental Impact Report comprises the Final Environmental Impact Report (EIR); and

WHEREAS, the Planning Commission, at the conclusion of its public hearings on the draft General Plan and EIR, recommended to the City Council that the Final Environmental Impact Report be certified and adopted.

NOW THEREFORE BE IT RESOLVED, that the City Council, having reviewed the Draft and Final Environmental Impact Reports and considered the findings of said reports in its various decisions pertaining to the General Plan, hereby finds as follows:

1. The Final Environmental Impact Report for the 1987 - 2005 Petaluma General Plan adequately evaluates the project's impact upon the environment and has been completed in

accordance with the State of California Environmental Quality Act, the Guidelines for implementation of said Act prescribed by the State of California Secretary of Resources and with the Local Guidelines implementing the California Environmental Quality Act adopted by the Council of the City of Petaluma.

2. The City Council has reviewed and considered the information in said Final Environmental Impact Report, qualified consultants have prepared the Final Environmental Impact Report, and the City Council has reviewed the environmental documents applicable to the General Plan prior to the adoption of the Plan.

3. The Final Environmental Impact Report adequately describes possible alternatives to the General Plan, as well as all significant irreversible environmental changes which would result from the implementation of the Plan.

4. The Final Environmental Impact Report adequately describes the cumulative and long-term effects of the General Plan which might adversely affect the state of the environment.

5. The Final Environmental Impact Report adequately addresses the growth inducing impacts of the General Plan.

6. The Final Environmental Impact Report for the General Plan includes a thorough review of potentially significant adverse environmental effects and proposes mitigation measures, based on implementation of the Plan, to lessen or eliminate those effects.

BE IT FURTHER RESOLVED that the City Council hereby certifies as complete and adopts the Final Environmental Impact Report for the 1987 - 2005 Petaluma General Plan.

INTRODUCED AND PASSED: March 30, 1987

AYES: Balshaw, Cavanagh, Davis, Sobel, Tencer, Woolsey, Mayor Hilligoss

NOES: None

ABSENT: None

ABSTAIN: None

Petaluma General Plan

RESOLUTION NO. 87-74 N.C.S. OF THE COUNCIL OF THE CITY OF PETALUMA, CALIFORNIA

A RESOLUTION ADOPTING THE 1987 - 2005 PETALUMA GENERAL PLAN

WHEREAS, the City of Petaluma, acting in the public interest, has undertaken to revise and consolidate its 1962 General Plan (Land Use and Circulation); 1974 Open Space, Conservation, Noise, and Scenic Highways Elements; 1976 Seismic Safety Element; 1982 Housing Element; and 1978-1985 Environmental Design Plan in accordance with State law and General Plan guidelines; and

WHEREAS, the City Council established an extensive program of community input and involvement — including public outreach, a community-wide opinion survey and citizen sub-committees — so that the 1987 - 2005 Petaluma General Plan would reflect the needs and aspirations of the citizens of the City; and

WHEREAS, copies of the draft General Plan were circulated to state, county, regional and local agencies for review and comment and made available to members of the public through City Hall and the Public Library; and

WHEREAS, notice of Planning Commission and City Council public hearings on the draft General Plan was prepared and published in conformance with Section 65901 of the California Government Code; and

WHEREAS, the Planning Commission held public hearings on August 5, August 12, August 19, August 20, September 3, September 16 and September 17, 1986, to hear testimony on the draft General Plan; and

WHEREAS, the Planning Commission considered all pertinent testimony, written and oral, as well as the information contained in the Environmental Impact Report in making its recommendations to the City Council; and

WHEREAS, the City Council held public hearings on the recommendations of the Planning Commission as well as on related General Plan matters brought to the Council's attention by the public, City staff and its own members on the following dates: September 22, 1986; September 29, 1986; October 7, 1986; October 29, 1986; November 6, 1986; November 17, 1986; November 18, 1986; November 24, 1986; December 1, 1986; December 2, 1986; December 12, 1986; December 15, 1986; December 16, 1986; January 12, 1987; January 26, 1987; February 9, 1987; February 23, 1987; March 2, 1987; and March 9, 1987;

NOW, THEREFORE, BE IT RESOLVED that the Petaluma City Council finds as follows:

1. The 1987 - 2005 Petaluma General Plan has been prepared in accordance with State law, State General Plan Guidelines and a consensus of opinion of the citizens of Petaluma and supersedes all previously adopted General Plan and Environmental Design Plan maps and text.
2. The General Plan addresses all relevant issues required by Government Code §65302 *et. seq.*, and those additional issues raised by the community.
3. Each issue has been adequately studied and analyzed and is addressed through goal, objective, policy and program statements, as well as data and background information contained in the plan text, official maps, and the Technical Appendix.

4. The Plan is current, comprehensive, long-term and internally consistent.

5. The Plan covers all territory within the jurisdiction and lands outside the City, known as the Petaluma Planning Referral Area, which relate to its planning needs; and addresses regional concerns affecting the City of Petaluma.

6. The Housing Chapter has been revised in accordance with the requirements of the State Department of Housing and Community Development and sets forth, in good faith, the efforts of the City of Petaluma to provide affordable housing and meet its long-standing commitment to growth management. The City Council further finds, according to §65302.8 of the Government Code, that the programs and policies stated in the Housing Chapter of the General Plan will accommodate the City's share of the regional need for housing and will not reduce housing opportunities in the region.

7. The Plan has been prepared in a format that best suits the needs of the City and is clearly written.

8. The Land Use, Circulation and Development Constraints Maps are directly related to and consistent with the text of the General Plan.

BE IT FURTHER RESOLVED that the Petaluma City Council hereby adopts the 1987 - 2005 Petaluma General Plan text and Land Use, Circulation and Development Constraints Maps as the official planning policy guides for the City of Petaluma and the Petaluma Planning Referral Area; and declares that no applications for amendment to said plan shall be accepted for one (1) year from the date of adoption unless it is deemed by the Council to be necessary because of an emergency or discovery of an error in the adopted text or maps.

INTRODUCED AND PASSED: **March 30, 1987**

AYES: Balshaw, Cavanagh, Davis, Sobel, Tencer, Woolsey, Mayor Hilligoss

NOES: None

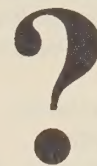
ABSENT: None

ABSTAIN: None

13.2 DOCUMENTS ADOPTED BY REFERENCE

Emergency Plan for the City of Petaluma
City of Petaluma Sanitary Sewer System Capacity Study,
Brown and Caldwell Engineers
City of Petaluma Water System Capacity Study,
Brown and Caldwell Engineers
Operational Area and Hazardous Materials Incident Response Plan
Petaluma Municipal Airport Master Plan
Resolution 85-8 N.C.S., Council of the City of Petaluma
Petaluma River Watershed Master Drainage Plan
Sonoma County Emergency Plan
Sonoma County Mutual Aid Plan
State of California Emergency Plan
California Earthquake Response Plan

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